

Local Government Commission for England
Report No. 8

REPORT AND PROPOSALS FOR THE
York and North Midlands
General Review Area

*Presented to the Minister of Housing and Local Government
June 1964*

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To the Rt. Hon. Sir Keith Joseph, Bt., M.P., Minister
of Housing and Local Government,

We present herewith our report and proposals for the
York and North Midlands General Review Area.

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2	National and local bodies invited to submit views on the organisation of local government in the York and North Midlands General Review Area.
3	Local authorities and bodies who made suggestions and representations.
4	Local authorities and bodies who made representations on the draft proposals.
5	Local authorities and bodies represented at the conferences.
6	Schedules defining the proposed boundaries as shown on the 1:25,000 scale Definitive Maps.

Maps

Maps accompanying the Report

A	Summary of Proposals.
B	Population Increases 1951-1961.
C	Kingston upon Hull C.B.: Pattern of Development.
D	York C.B.: Pattern of Development.
E	Doncaster C.B.: Pattern of Development.
F	Sheffield C.B. and Rotherham C.B.: Pattern of Development.
G	Derby C.B.: Pattern of Development.
H	Nottingham C.B.: Pattern of Development.

Definitive Maps at a scale of 1/25,000, or about 2½ inches to one mile, separately published by Her Majesty's Stationery Office.

(Map No. 1, price 2s. 6d. net each sheet ;

Maps Nos. 2-8, price 2s. 6d. net each)

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| { | 1 (In 3 sheets) Proposed alteration of the areas of administrative counties.
2 County Borough of Kingston upon Hull: Proposed alteration of area.
3 County Borough of York: Proposed alteration of area.
4 County Borough of Doncaster: Proposed alteration of area.
5 County Borough of Rotherham: Proposed alteration of area.
6 County Borough of Sheffield: Proposed alteration of area.
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Maps. 35.026.8

YORK AND NORTH MIDLANDS GENERAL REVIEW AREA

CHAPTER I

General Introduction

1. The York and North Midlands General Review Area comprises the administrative counties of Derbyshire, Nottinghamshire, the East Riding of Yorkshire, and the parts of the West Riding of Yorkshire not included in the West Yorkshire Special Review Area, together with the county boroughs of Barnsley, Derby, Doncaster, Kingston upon Hull, Nottingham, Rotherham, Sheffield and York. The population, acreage and rateable value of these administrative areas together with the North Riding of Yorkshire are given in Appendix 1. The boundaries of Derbyshire and the West Riding with Cheshire and Lancashire are not included in this review area, but form part of the North Western General Review Area and the South East Lancashire Special Review Area, both of which are at present under review by us.

2. The North Riding is seriously affected by proposals or suggestions made both for this review area and for the North Eastern General Review Area. (County Durham was in a similar way affected by proposals for the North Eastern General and Tyneside Special Review Areas). We had held conferences on the present review area before making final proposals for the north east, and we bore in mind the proposals for the north east in making final proposals for the present review area. The West Riding is also substantially concerned in two review areas.

OUTLINE OF PROPOSALS

3. Our main proposals are as follows :

- (a) Boundary extensions to Derby, Doncaster, Kingston upon Hull, Nottingham, Rotherham, Sheffield and York.
- (b) The conversion of Barnsley from a county borough to a non-county borough in the administrative county of the West Riding.
- (c) The transfer of Harrogate and Ripon boroughs, Knaresborough urban district, Ripon and Pateley Bridge rural district and the greater part of Nidderdale rural district from the West Riding to the North Riding ; and the transfer of Scarborough borough, Scalby urban district and the greater part of Scarborough rural district from the North Riding to the East Riding.

We also propose certain minor adjustments to county boundaries.

PROCEDURE

4. In January 1960 we gave formal notice that our review of the area would begin on 25th April 1960 and we asked each county and county borough council to answer a series of questions about their problems. Copies of our questionnaire were sent to every district council in the review area and to other councils whose areas bordered on the review area. We

also asked certain local and national organisations for their views on local government in the area (see Appendix 2), and notices in the Press invited members of the public to communicate with us. The local authorities and other organisations who wrote to us are shown in Appendix 3.

5. In the winter of 1960 we began to hold meetings with the county and county borough councils in the area, and we also met county district councils affected by suggestions put to us. Our draft proposals were issued in September 1962. The local authorities and interested bodies who made representations on them are shown in Appendix 4.

6. We held the following conferences:

- (a) in the Town Hall, Sheffield, on 22nd and 23rd January 1963 to discuss the boundaries of Rotherham and Sheffield and the future of Chesterfield ;
- (b) in the Guildhall, York, on 12th, 13th and 14th February to discuss the boundaries of Hull and York and the future of the Ridings ;
- (c) in the Town Hall, Barnsley, on 6th and 7th March to discuss the future of Barnsley, the boundaries of Doncaster and the boundary of the West Riding with Nottinghamshire ;
- (d) in the Council House, Derby, on 29th and 30th April to discuss the boundaries of Derby and the boundary of Derbyshire with Leicestershire ;
- (e) in the City Police Headquarters, Nottingham, on 29th and 30th May to discuss the boundaries of Nottingham and the boundary of Derbyshire with Nottinghamshire.

A list of the authorities and bodies represented at the conferences is given in Appendix 5.

7. We take this opportunity of thanking all the councils concerned for letting us hold these conferences in their halls and for their help in making the arrangements.

ARRANGEMENT OF REPORT

8. We now present our report and final proposals. We set out first some general considerations on county boroughs. We then deal with Hull and York and make recommendations about the Ridings in the light of our proposals for Tees-side, Hull and York. Next we deal with Barnsley, Doncaster, Rotherham, Sheffield, Chesterfield, Derby and Nottingham. We end with proposals for minor alterations to county boundaries.

CHAPTER II

Some Social Considerations Relating to County Borough Extensions

9. In a general chapter in our reports on the two Midland general review areas we referred to the population changes which have occurred in recent years in county boroughs and counties respectively and we showed that—taking each of these classes of authority as a whole—the net growth of population has been wholly in the counties since 1951.

10. In our report on the West Midlands Special Review Area (paragraph 47) we said this: "The county boroughs, representing the main urban centres, are losing population to the peripheral areas, where more land is available for building and people can get a house with a garden. Among the population which is lost in this way are the younger families, because these need accommodation with more space for children, and, more generally, the higher income groups. As a result, the county boroughs, as well as other authorities in the heart of the conurbation, are beginning to lose variety in the social and economic make-up of their populations . . .".

11. These two passages provoked little comment, and they refer to a trend of events which seems to be developing almost without notice, or at least without a full realisation of its implications. We therefore return to the subject in this report, where it seems specially in point because of the number of substantial county borough extensions we have proposed. In every case these proposals have aroused opposition and the opponents have argued not only that there are points against county borough extensions, but that there are no points of real substance, as opposed to the wording of regulations, in favour of them. Many people sincerely and even passionately believe that there is in no case any real good to be gained nor ill to be avoided by such extensions, and this seems to us to show that certain factual matters of great importance to the future of local government are being overlooked.

12. We are not here attempting to deal with all aspects of county borough extension. There are, for instance, questions of what areas are substantially continuous with the county borough and what links such areas have with it: these are not the subject of this chapter. But when satisfied on these points, we still have to consider the balance of advantage, and this chapter is concerned with one aspect of that question. One aspect only—but an aspect of the greatest importance when present.

13. We are directed by Parliament in our terms of reference to consider the grouping of people for local government, and we must therefore be concerned with the question how population groupings are altering. They are altering in several ways. The natural increase, that is, the excess of births over deaths, is much greater than was forecast ten years ago, and there is an even more rapid growth in the number of families wishing

to have a separate home of their own. From these causes, and from the universal desire for more spacious living, comes an increasing movement out from the older and more congested areas of towns to their fringes and to places well beyond. The movement is not exclusively one way. While many people are moving out, others are moving into the towns, either from the deeper rural areas, or from other parts of the country. Some people come from elsewhere directly into the fringe areas rather than into the more central areas of towns, but find their employment in the latter. The local movements are affected by national movements towards more prosperous or more attractive areas. But the net result is that the resident population of many county boroughs and large municipal boroughs is either falling, or is rising by far less than their natural increase, while the resident population of fringe areas is rising by much more than their natural increase. It is fair therefore to speak of a movement of people from these towns to places outside them.

14. An outward movement has been going on for generations, but in more recent years it has gathered momentum for several reasons:— (1) growing affluence—more people can afford to move, and some can afford to move quite a long way; (2) the bus and motor car—people can now travel to work in the central areas of the town from much further away than they once could; (3) in many big towns a point of time has been reached when a great deal of densely developed housing, built in the mid-19th century, is now so worn out that it is having to be replaced, and municipal rehousing, commonly at lower densities and with consequent overspill, has become a big and immediately pressing task.

15. But in many county boroughs something else is happening too—the supply of new land for residential development within their boundaries is becoming short and in some cases is well nigh exhausted. When this happens, a good deal of accommodation is still found by redevelopment, infilling, division of larger plots, conversion and multi-occupation. But this sort of development falls far short in most cases of the total demand. Private housing goes outside. As for local authority housing, it too produces an exodus, because although the council often redevelop on the cleared site this redevelopment cannot usually house all the families who lived on the site before, even if the council build high. Better space standards must be achieved, schools and open spaces must be provided, and in many cases sites are not suitable for housing at all, or are needed for road improvement or other public purposes. Thus council housing as well as private enterprise housing now results in an exodus, not from the congested inner areas towards other parts of the county borough, but beyond its boundaries altogether.

16. The people who move out under council housing arrangements are on the whole, as we said in our report on the West Midlands Special Review Area, the younger families with young children since they particularly want houses with gardens and are not so well suited in high blocks of flats.

17. The people who move out of the town to new privately built houses are among the more prosperous sections of the community. Yet they are not just the wealthy, or the "executive" or the "professional"

classes ; they include a large and increasing proportion of the more skilled and better paid manual and clerical workers. A sample of mortgages taken by one of the big building societies in 1960 bears this out. Three quarters of those buying new houses were earning under £1,000 a year ; the average income of these customers was £906⁽¹⁾. 37 per cent were classified as wage-earners rather than salary-earners. (The building societies are providing finance for some 60 per cent of the new houses now being bought.)

18. Such in broad terms is the movement out of big towns ; it is likely to continue and may even accelerate so long as the general standard of living rises and car ownership increases, and so long as densely occupied slums or obsolescent areas have to be replaced. Moreover, as the land within town boundaries becomes more and more fully used up, a higher and higher percentage of the movement out of the older and more congested areas will be movement beyond the present boundaries of the town.

19. By the time the supply of new land in a county borough begins to run out, the development of fringe areas outside it has usually progressed a long way. Services have been organised by the county and district authorities, rates are paid to those authorities, and many who would play a leading part in public activities anywhere play that part in parish, district or county government. One reason why this pattern has become so firmly set is that for the last thirty years or more—the years when the motor car has come into its own—there has been no comprehensive review of local government boundaries.

20. How does all this look to the people and authorities concerned? The people moving are mainly people wanting houses of their own and if possible pleasant surroundings, and we do not think that they are much concerned, when moving, about the form of local government under which they are going to live. Later on, if all goes well, they come to appreciate the services received from the county and district they live in and some of them take part in one or other of the forms of local government there. They develop a loyalty to a new authority and come to feel quite separate from the town.

21. To the various authorities in the county, the movement out presents a problem first of controlling land use and then of providing local government services to the new families. These growing points are often given priority, and services of very high quality provided: these areas in their turn become the bases of services to more rural hinterlands. It would probably be agreed that in spite of the financial burden, this new growth is a source of ever-increasing strength to the district and county—strength in population size, in rateable value, and very generally in the type of people, because it is mainly a young and vigorous, go-ahead population which is moving out, a population of families, putting down roots where they settle.

22. But we have to look at the county borough as well as the county and consider what its position is and will be if, while the exodus continues, no changes of boundaries are made. Its prospects are bad. Only a

⁽¹⁾ The average age was 33. In many places, however, it seems clear that the number of people who move out on retirement is also considerable.

part of its own new housing and only a small and diminishing part of the new private enterprise housing will accrue to it. This is not a matter primarily of rateable value: if it were, it would be relevant to point to the new commercial and industrial growth which may well take place in the town. It is a matter far more of losing a certain section of its population. In local government, concerned as it so deeply is with the planning and provision of personal services, this is of great importance. As we have said, the county and district problems of providing for the new growth, the incoming families, are great, but they are soluble and when they are solved the added strength is there. The problems of many county boroughs which will arise from losing the younger and more vigorous element of their population consistently for years ahead appear to have no happy ending, and must in all fairness be seen as very grave.

23. Broadly speaking, the application of our terms of reference leads to the inclusion in the county borough of some of this recent growth, while the remainder (which has gone further afield) remains with the county. The county, too, is likely to receive a full share of the future growth. To put this another way, the choice is between a painful loss by the county of some of its recent growth at one stroke, and a gradual loss by the county borough of virtually all the recent and future growth coming out of it. This second alternative is in our view the more serious one, looking at both sides of the question as fairly and sympathetically as possible. That is the harm, the very serious harm in the long run, which some of our proposals seek to prevent, and if they would prevent it this goes to the balance of advantage as laid down in our terms of reference.

24. Many people seem to take the view that because our proposals do not give all the new growth to the county borough it is illogical or unfair to restore some of it. We cannot see it in that way. The growth which has settled on the outskirts of the county borough, which is substantially continuous and closely linked with it, is clearly different from that which is more distant and more separate. And if the county borough cannot have all the new growth it does not seem to us to follow that it should have virtually none of it.

25. Thus we come to the conclusion that a county borough in circumstances such as we have described is going to find itself in a more and more serious position as time goes on if its boundaries are not changed, and that this must often outweigh the genuine factors on the other side, such as the wishes of the inhabitants in the fringe area and the vigour of local government activity there.

26. It is not however entirely a matter of saving a number of county boroughs from deterioration: viewed from both sides there must be something wrong in a process which gradually sorts out the more prosperous and younger families into one local government camp and leaves the less prosperous and older in the other camp. As long as this goes on local government is helping to build up rather than diminish social distinctions, or rather it reinforces them by its own divisions, and takes away the opportunity for different sorts of people to talk together and share a responsibility for services to the community. This again is all the more

unfortunate in that we are concerned not with a small minority, but with a very broad-based section of the rather more prosperous and go-ahead people—people who might be expected to take a vigorous interest in housing and other problems in the big town if local government boundaries did not discourage or even prevent most of them from doing so.

27. Many points can be made on the other side of this argument, and we have a good deal of sympathy with some of them. It can be pointed out that the people who have moved out often continue to support the county borough's life and prosperity by working there, perhaps paying rates for property owned there, perhaps even being members of the council if they have property qualifications. Others again shop there, go to see their friends, take part in civic occasions. All this may be true, but the truer it is the more artificial does it make the boundaries seem if an area substantially continuous with the town and contributing to its life in so many ways is largely cut off from its local government.

28. Again, the county borough authority may be criticised. "They should have done more to redevelop their town, to make it attractive, to hold more of its people by higher-density housing". This is easily said; how true it is, in relation to a town with large problems of age and obsolescence, we find it more difficult to judge. We think there is often some truth in the criticism. But here again, the more true it is, the more surely does it shew that a town which is losing its new growth and many of its younger families is probably losing vigour and imagination and the capacity to renew its development. It may well be, in other words, that the failures attributed to a county borough result from the fact that its critics have left it and have given their allegiance and their brains and energy to another authority.

29. The people in fringe areas have not all come out of the town; many have never either lived or worked there and the fringe area may be based on a settlement older than the town itself. They regard any boundary extension as an invasion, but the real invasion has already happened. Houses already built have substantially joined the once separate community to the town; in many cases development plans or planning decisions mean a further cementing of the two. In such circumstances a change of local government boundaries recognises physical change but has not caused it.

30. Another point of view frequently expressed in relation to the smaller county boroughs is that their integration with surrounding areas would be better achieved by making them non-county boroughs within the county. In some cases we have ourselves taken this view, but it does not imply that their boundaries should remain static. Whether they be boroughs or county boroughs, large towns in the circumstances we have described must either have an extension of boundaries or must suffer increasingly from the loss of new growth and of their younger and more prosperous families.

31. There is one further point we must mention because it undoubtedly accounts for much of the feeling on this subject. People in fringe areas often have the prospect, if the county borough is extended, of taking a minority part in a politically organised council. They are very much opposed to this. Sometimes these considerations may go even further and the county borough may not want to extend, for fear of increasing the

opposition to the majority party on the council. But if we ask ourselves whether local government is to be organised so as to avoid minorities or keep them small, and to give power without opposition, surely there can be only one answer.

32. These are some of the points often made, and some of them, as already suggested, are better than others. But none of them nor yet all of them taken together can in our view alter or abate the importance of the fact that a large town from which the younger and more prosperous families are steadily departing is bound to become more and more ineffective as a local government community, less and less able to renew its worn out development and modernise its own institutions.

33. On the other hand, it is very important that county borough authorities should respect and cherish the special character and community activities of areas which are added to them; we have welcomed assurances on this point from certain county borough councils at statutory conferences. We would like to hear it said more often. There are examples in many places of small communities preserving their "neighbourhood" life within a big city, and making the city a more interesting place in the process; this should always be the objective when a big city takes a small community within its boundaries. We wonder whether it is not worthwhile looking further into the possibility of parish councils in county boroughs.

34. At this point in the argument we would like to make clear some of the things we are *not* saying. We are not saying that people should not live wherever their means and the planning permissions they can obtain allow them. We are not saying that people who move out from a large town do not continue in many cases to make a contribution to the town's life and prosperity. We are not saying that counties equally do not have problems of their own. We are not dealing with all the matters which come into the balance of advantage in particular cases, and we are not therefore proving that any particular boundary change is right or wrong. But we are seeking to rebut the view that no real advantage can be gained nor any real harm avoided by extending county boroughs. We are saying, on the contrary, that where the circumstances are such as we have described a very serious situation will come about, and will grow steadily worse—much worse than seems to be generally understood—if changes are not now made. And we regard a disadvantage of this kind as being very much within the terms of reference laid down for our reviews.

THE POSITION IN THIS REVIEW AREA

35. The extent to which the trends referred to in this chapter apply in this review area is shown in Table I, which gives some figures of population and occupied dwellings in and round the county boroughs concerned based on a comparison of the newly published reports of the 1961 census with the 1951 figures. Map B presents the same picture in graphic form. During the period 1951–61 the population of England and Wales rose by 5.3 per cent. Figures for the administrative counties and county boroughs given in Table II show that all the counties except the West Riding had increases nearly as great or greater than the national average but that most of the county boroughs either lost population or had smaller rates of increase than the counties.

TABLE I

*Population Growth and Housing Development in and around
County Boroughs*

LOCAL AUTHORITY AREA	POPULATION					HOUSING DEVELOPMENT	
	Mid-1951	Mid-1961	Estimated Changes, 1951-1961 (increases unless otherwise shown)			Net Increase in Occupied Dwellings 1951-1961	Number per thousand of population (1951)
			Net Change	Natural Increase	Net Migration		
DERBY							
County Borough	140,100	131,780	-8,310	4,470	-12,780	2,643	19
Fringe Parishes	57,000	81,410	24,400	4,700	19,710	9,601	168
Total C.B. and Fringe Parishes	197,100	213,200	16,100	9,170	6,930	12,244	62
NOTTINGHAM							
County Borough	308,400	313,280	4,880	18,730	-13,850	11,790	38
Fringe Areas:							
Arnold U.D.	21,550	26,980	5,430	1,550	3,880	2,299	107
Beeston and Stapleford U.D.	50,220	56,560	6,340	3,180	3,160	4,240	84
Carlton U.D.	34,360	38,770	4,410	1,990	2,420	2,532	74
West Bridgford U.D.	23,310	26,700	3,390	590	2,800	1,939	83
Fringe Areas Total	129,440	149,010	19,570	7,310	12,260	11,010	85
Total C.B. and Fringe Areas	437,840	462,290	24,450	26,040	-1,590	22,800	52
ROTHESHAM							
County Borough	81,670	85,440	3,770	5,040	-1,270	3,956	48
Fringe Areas:							
Rawmarsh U.D.	18,720	19,680	960	1,290	-	893	48
Fringe Parishes	24,720	31,570	6,850	3,330	3,520	2,916	118
Fringe Areas Total	43,440	51,250	7,810	4,620	3,190	3,809	88
Total C.B. and Fringe Areas	125,110	136,690	11,580	9,660	1,920	7,765	62

TABLE I (continued)

LOCAL AUTHORITY AREA	POPULATION				HOUSING DEVELOPMENT	
	Mid-1951	Mid-1961	Estimated Changes, 1951-1961 (increase unless otherwise shown)		Net Increase in Occupied Dwellings 1951-1961	Number per thousand of population (1951)
			Net Change	Natural Increase		
DONCASTER						
County Borough	81,400	85,930	4,530	4,360	3,936	48
Fringe Areas :						
Bentley with Arksey U.D. ..	19,750	22,980	3,230	2,050	1,556	79
Fringe Parishes	13,390	16,920	3,530	1,610	1,694	127
Fringe Areas Total	33,140	39,900	6,760	3,660	3,250	98
Total C.B. and Fringe Areas ..	114,540	125,830	11,290	8,020	7,186	63
YORK						
County Borough	105,200	104,570	- 630	4,230	4,369	42
Fringe Parishes	15,290	24,010	8,720	1,370	3,450	226
Total C.B. and Fringe Parishes ..	120,490	128,580	8,090	5,600	7,819	65
KINGSTON UPON HULL						
County Borough	298,100	300,790	2,690	22,320	8,922	30
Fringe Areas :						
Haltemprice U.D.	36,290	42,330	6,040	1,870	3,289	91
Fringe Parishes	4,530	4,950	420	180	462	102
Fringe Areas Total	40,820	47,280	6,460	2,050	3,751	92
Total C.B. and Fringe Areas ..	338,920	348,070	9,150	24,370	12,673	37
SHEFFIELD						
County Borough	510,000	494,650	- 15,350	12,430	10,210	20
Fringe Parishes	74,310	96,870	22,560	5,730	8,511	115
Total C.B. and Fringe Parishes ..	584,310	591,520	7,210	18,160	18,721	32

	74,800	74,500	-- 300	5,020	-- 5,320	2,585	35
BAKESLEY	..						
County Borough	..						
Fringe Areas :	..						
Darton U.D.	..	14,280	-- 190	790	-- 980	424	30
Cadworth U.D.	..	8,740	300	730	-- 430	383	44
Worsbrough U.D.	..	14,070	590	970	-- 380	667	47
Wombwell U.D.	..	18,770	40	1,270	-- 1,230	615	33
Darfield U.D.	..	6,210	680	540	140	360	58
Roydon U.D.	..	8,080	470	540	-- 70	459	57
Hoyland Neather U.D.	..	15,690	110	790	-- 680	491	31
Dodworth U.D.	..	4,240	100	160	-- 260	185	44
Fringe Area Total	..	90,080	1,900	5,790	-- 3,890	3,584	40
Total C.B. and Fringe Areas	164,970	1,600	10,810	-- 9,210	6,169	37

Notes :

Population
(a) the mid-year populations are the published estimates of the Registrar-General and are based on the census enumerations, adjusted mainly in the case of persons enumerated away from their usual place of residence.

(b) all the figures shown are rounded,

(c) the estimates of migration are strictly the balance between total change and natural change.

Dwellings

(d) these figures are taken from the copious and show net changes including demolitions and subdivisions of existing properties.

Fringe Parishes

(e) the fringe parishes are:

Derby
Deed

South-East Derbyshire R.D.

and Arleston.

Belper R.D.: Darley Abbey, Allestree.

Rotherham

Kolberham R.D. : BRIMSWOLD, DARTON, WICKHAMPTON, BRIMSWOLD, and DARTON

Doncaster
Doncaster

DOUGLAS R.D. : *AMINOACID-BINDING DURING DEVELOPMENT AND DISEASE*
Yale

Final Exam

Derwent R.D. : Pulford and Heslington.

Kingsley upon Hill
 1843-1844 P. 2. Pittman and Boston

Hodgness R.D., V.
Bourdon P.D., V.

Beverly R.D., : weaving.
Sheffield

Chesterfield R.D. : Brighton

Wor

TABLE II

Population change : 1951-1961

Administrative Counties	Number	Per cent	County Boroughs	Number	Per cent
Nottinghamshire ..	57,960	10.9	Doncaster	4,348	5.3
Derbyshire	60,053	8.8	Rotherham	3,005	3.6
East Riding	11,984	5.7	Hull	4,163	1.4
North Riding ..	18,865	5.0	Nottingham	3,795	1.2
West Riding ..	60,722	3.8	York	— 947	— 0.9
			Barnsley	— 980	— 1.3
			Sheffield	— 18,896	— 3.7
			Derby	— 8,942	— 6.3

Source: 1961 Census, Preliminary Report.

36. As Map B shows, the distribution of population increase in the counties is strongly localised near the county boroughs and other towns, that is to say it is broadly urban or suburban in character. Over wide rural areas in the Pennines and the Yorkshire Wolds as well as in the Vales of York and Trent, the population has declined as farm mechanisation reduced the demand for labour on the land. The industrialised areas of the Yorkshire, Derbyshire and Nottinghamshire coalfield have a thinly distributed spread of increasing population but the main concentrations of increase are clearly shewn around Hull, Doncaster, Sheffield, Rotherham, Derby and Nottingham. Derby, Sheffield and York show an absolute fall in population inside their present boundaries, with big concentrations of increase immediately beyond them. Barnsley too shows an absolute decline but here there is no comparable concentration of increase beyond its boundary. More detailed examination shows that most of the wards in the other county boroughs have also suffered heavy losses of population, counter-balanced by highly localised increases in areas of new housing near the boundaries, as in the east of Hull and Doncaster, the north-west of Rotherham and the south and west of Nottingham.

CHAPTER III

Kingston upon Hull

DESCRIPTION OF AREA

37. The city and county borough of Kingston upon Hull is the principal fishing port of the United Kingdom and the sixth in total shipping. It is also an industrial town largely dependent on the import of raw materials from overseas—timber, flour and oil. It is situated on the northern bank of the Humber estuary, twenty-two miles from the sea, at the confluence of the rivers Hull and Humber. Because of the deep indentation made by the estuary, Hull lies in a rather isolated position some 30 miles off the country's main lines of communication. The area surrounding the city is flat and low-lying, but it is rich market gardening and agricultural land. Because of its comparative isolation, the area served by Hull as a centre for shopping, entertainment, higher education and other services is a very wide one.

38. Hull received its first Charter in 1299, and its Charter of Incorporation in 1440—one of the earliest grants of incorporation in the Kingdom—when it was created a county. From 1447 the county included the townships and hamlets of Hessle, North Ferriby, Swanland, West Ella, Kirk Ella, Tranby, Willerby, Wolferston, Anlaby and the site of Haltemprice Priory. In 1835, however, the area of the county was reduced and made co-terminous with that of the borough. The area has been increased since then by extensions made in 1882, 1897, 1929, 1935 and 1955. Hull was one of the original county boroughs created under the Local Government Act 1888, and in 1897 was granted the title of city.

39. The population of Hull in 1800 was 30,000, but it grew rapidly in the 19th century and by 1900 it had reached 230,000. The 1939 population was 318,000, but as a consequence of the war it dropped by a third and so far has not regained its pre-war level. Today the county borough has a population of 301,000, an area of 14,421 acres and a rateable value of £8,711,799⁽¹⁾. The town's industrial activities are closely linked with its function as a seaport; it has experienced a persistent and relatively high level of unemployment. The city council have made increasing efforts to combat this problem by endeavouring to attract new industries to the area.

SUGGESTIONS OF HULL CITY COUNCIL

40. The council suggested that the city boundaries should be extended to include the whole of the urban district of Haltemprice, the parishes of Swanland and North Ferriby and part of the parish of Wawne in Beverley rural district and part of the parishes of Bilton and Preston in Holderness rural district. This would have increased the city's area by 18,614 acres, its population by 46,330 and its rateable value by £638,763.

⁽¹⁾ Unless otherwise indicated, population figures are the Registrar-General's published estimates for mid-1963, area is as given in the 1961 census and rateable value is that at April, 1963.

41. The main objects of the proposal were to secure land for an "overspill" population which they estimated at about 80,000 by 1981, to weld the urban area of North Humberside into an effective and convenient unit of local government, and to unite the population into one well-balanced community with an all-purpose authority.

42. Their claim for Haltemprice was based on the contention that the three neighbourhoods comprising the developed part of the urban district were physically continuous with development in the city, though separated from each other by open land, and were increasingly becoming dormitory suburbs of Hull. Its incorporation would bring benefits to Hull both in rateable value and in social balance. If their claims were met, the principles of the development plan for Haltemprice, e.g. the preservation of open wedges between the neighbourhoods, would be observed by the city.

43. They said that Swanland and Ferriby, in Beverley rural district, were already substantially joined by development to Haltemprice and were also becoming suburbs of Hull. In Wawne parish of Beverley rural district they sought to take in both the land on which overspill development had been agreed by the county and more land to the north on which they said a further 11,000 people could be housed.

44. In Holderness rural district they said that the villages of Ganstead and Bilton were dormitories of Hull while further development was proposed both at this point and further south extending existing development beyond the city boundary into Preston parish.

45. Saltend, also in Preston parish, was an eastern extension of the city's industrial area and drew its labour mainly from the city; Hull said it should logically be included in the city boundaries for these reasons.

Views of Other Authorities

46. The claim was opposed by the East Riding County Council and the three district councils. The county council considered that of the three main reasons advanced the need for land to accommodate overspill was the only one with any substance, if overspill had to be accommodated near Hull. The county development plan had originally accepted that there would be an overspill of 26,000 from Hull in the period up to 1971. When this figure was re-assessed to 40,000 an amendment to the plan to take account of the new figure had been submitted to the Minister. The county council were very critical of the manner in which Hull's latest estimate of overspill had been arrived at and considered it to be grossly over-estimated, as did all three district councils. In the county council's view the provision they had made in their amended development plan for 40,000 overspill would be ample for the city's requirement for the rest of the century. In the unlikely event of the overspill approaching the size estimated by Hull the proper course would be to accommodate it away from the Hull area.

47. The county council drew our attention to the very serious effect which the claim, if granted, would have on the East Riding: the county would lose almost a quarter of its rateable value; its population density, already low, would be reduced to the third lowest of all English counties; and it

would be necessary to increase the county precept by 1s. 8d. The potential growth of the claimed areas was a vital factor in the maintenance of the future economy of a largely rural county.

48. Haltemprice Urban District Council strongly resisted the city's claim. Cottingham and Hessle, they said, were substantial townships established several hundred years before Hull and having over 12,000 population apiece. It was true that there was some continuity of development with Hull but since only half of the nine-mile long boundary was developed it was incorrect for Hull to refer to continuous urban development and to maintain that Hull and Haltemprice coalesced and formed one continuous urban area. The dormitory aspect had also been over-emphasised and the council's information was that only half the population of the urban district was dependent upon persons working in the city. It was by deliberate planning policy that the three separate communities of the district had not been physically joined into one.

49. A referendum conducted among the electorate of the urban district had shewn that a large majority were opposed to the Hull claim. In the council's opinion they had nothing to gain by being brought within the city. On the other hand, the city council had made no secret of the beneficial effect which the addition of the rateable value of Haltemprice would have on the city's finances.

50. The county and Beverley rural district were prepared to concede to the city certain land to the south of the Wawne Drain in Wawne parish. Holderness rural district, for their part, were prepared to concede some land in Bilton and Preston parishes to enable the city council to extend and complete existing housing estates within the city. They did not however agree that it would do any good to include Saltend in the city: the loss of its rateable value would on the other hand be a grievous blow both to themselves and the county. There was strong opposition also from the county and district authorities to the loss of Swanland and North Ferriby: they denied that development there was continuous with that in Haltemprice. Swanland and North Ferriby parish councils were equally opposed to the Hull claim; they handed in petitions signed by 859 and 1,086 electors respectively in support of this opposition.

DRAFT PROPOSALS

51. We said that in Haltemprice urban district the three main areas of development (Hessle, Willerby/Kirk Ella/Anlaby/West Ella, and Cottingham) were continuous on a broad front with development in the city; except for the Dunswell area in the north the urban district was already very largely a dormitory for Hull and its connections with the city were being strengthened as more people moved out from Hull to houses being built there by private enterprise. Commercially and industrially Haltemprice was dependent on Hull. We thought that the district, with the exception of the Dunswell area, should be included in the city.

52. We proposed that the agreed area for overspill in Wawne parish (south of the Wawne Drain) should go into Hull and that an area north of the Wawne Drain should also be included to meet further overspill needs.

53. We proposed adding Bilton village in Holderness rural district to the city with additional land to the south in Bilton and Preston parishes to meet the needs of further development.

54. We thought, however, that Swanland and North Ferriby, though to some extent dormitories for Hull, were physically separated, had independent identities and should be left in the county. We also proposed leaving Saltend in the county, since it contained little other than industrial development and the loss of its rateable value would be very much to the disadvantage of Holderness rural district and the county.

55. The effect of our draft proposals would have been to increase the county borough to 27,340 acres, its 1961 population to 347,500 and its 1962 rateable value to £4,173,000.

REACTIONS TO DRAFT PROPOSALS

56. Hull accepted our proposals with four reservations: (1) they asked for the Dunswell district of Haltemprice, where the city owned about a quarter of the total area and were shortly going to build two comprehensive schools; (2) north-east of Holderness Drain they wanted another 56 acres which were owned by them brought in for parks and recreation grounds; (3) in Preston parish they suggested the inclusion of another 294 acres—in part for industry; (4) they renewed their claim to Saltend.

57. As regards overspill, they held by the figure of 40,000 up to 1971 and a substantial need after that date. They thought that the area between the present boundary and the Wawne Drain would house 26,000 people as compared with the 32,000 suggested by the county. The area north of the Wawne Drain and east to the Holderness Drain would in their view house 11,000 as against the 58,200 suggested by the county—the difference was mainly due to their regarding as more serious the drainage difficulties arising from the low level of some of the land. In Bilton and Preston parishes they hoped to house 12,000, whereas the county had suggested figures ranging from 12,600 to 37,000.

58. They maintained the view that Haltemprice was closely linked to Hull—50 per cent of workers living there worked in Hull and 40 per cent of residents came from Hull: these trends would continue. Hull's education service was not inferior to the county's. The shortage of teachers, 263 in 1960, was now only 28. 706 pupils from the East Riding attended Hull schools, 413 of these being from Haltemprice; 2,575 students from the East Riding attended Hull colleges of further education. If Haltemprice were included in Hull its development would be based broadly on the existing town map; to join the two would produce a more balanced community and a more unified approach to planning.

59. Haltemprice Urban District Council pointed to the effectiveness and convenience of its own local government, the loyalty and civic pride of its people, based on townships older than Hull, and said that if they were included in the city their rates would go up and their representation and influence down, while Hull itself would receive less in grants from the Government. On the question of continuity, they said that Haltemprice's

eastern boundary was 8.72 miles long, and of this 4.34 miles were open land, 0.30 miles were "intermediate" (e.g. railway sidings), 2.10 miles were developed on the Hull side only, 0.32 miles were built up on the Haltemprice side only, while along only 1.66 miles (19 per cent) was there truly continuous development. The close links of Haltemprice with Hull were also denied—only 8,000 of the 43,000 people in the district worked in Hull and only 40 per cent of the residents came from Hull; it had its own shops and industries. They denied that a better balanced community in social terms would result from the proposed merger. A referendum in the district in 1960 had been completed by 73.5 per cent of the electorate and of these 81.9 per cent had asked to remain separate while only 18.1 per cent were prepared to go into Hull. On a second referendum in 1962 67.6 per cent had replied, of whom 87.95 per cent supported the council's opposition. Hull had bought land recently in Haltemprice for municipal housing, on which 130 houses had been intended to be built privately: this threw doubt on whether the principles of the town map for Haltemprice would be followed. On all these counts they opposed the draft proposals.

60. Beverley Rural District Council (whose views were shared by Wawne Parish Council) supported the exclusion from Hull of Ferriby and Swanland and urged that the area between development there and development in Haltemprice should remain in the county. In principle they did not oppose the taking by Hull of the land in Wawne required for overspill, but they were not convinced that so much was required. Moreover the Wawne Drain was a good, clear boundary.

61. Holderness Rural District Council agreed with the draft proposals on Saltend but not on Bilton and Preston. The Bilton extension was not wanted by Hull for council housing but merely for its rateable value, which Hull had done nothing to create.

62. The proposed extension in Preston parish was good agricultural land; its use would bring damage by trespass, etc., further into the countryside and nearer to Preston village: they had offered alternative land for Hull's needs which had not been accepted but was now again offered.

63. The East Riding said that there would be grave disadvantages to the county and to Haltemprice, and no real advantage to Hull, if that district were taken into it. There was and would be no continuity of development between them on a broad front. Even if the Commission should put the developed part of the district into Hull the undeveloped western part should be kept out.

64. On overspill they adhered to their previous estimates of the capacity of land which would be available within the city, and in the area agreed for overspill development.

65. The county had not been approached as planning authority about the schools in Dunswell; as for the rest of the city's further claims they thought that neither ownership nor the wish to see land developed for industry were a sound basis for extensions.

66. They said that 8.9 per cent of Hull children received grammar school education as against 17.2 per cent in the county and a national average of over 18 per cent. (On this Hull said that the proportion of their pupils in

"selective" education of various kinds was 24.6 per cent). Finally they emphasised that Haltemprice would be a severe loss to the county, but added that the rate increase would not be as high as 1s. 8d., their original estimate.

67. Bilton Parish Council opposed any further encroachment upon their area and urged that more development should be concentrated in Hull itself.

68. The Yorkshire Parish Councils Association said that a county needed a mixture of urban and rural areas and they therefore objected to the proposals for Haltemprice. The Haltemprice Chamber of Trade also agreed that Haltemprice should remain separate, as did the Haltemprice and Beverley Conservative and Unionist Association. The Hull Conservative Federation however supported the draft proposals. The East Riding South Association of the National Union of Teachers opposed them.

RECONSIDERATION OF DRAFT PROPOSALS

69. The county authorities agreed in principle that Hull should have the land it needed for overspill, though they did not agree on the amount of overspill or of land proposed for it. On Haltemprice, however, which was primarily included for other reasons, they did not agree at all. The main points they made were these:—

- (i) the loss of resources and of urban balance to the county ;
- (ii) denial that Haltemprice had or would have any substantial continuity of development or other close links with Hull ;
- (iii) fear that Haltemprice would suffer if included in Hull, without any real advantage to Hull ;
- (iv) fear that the principles of the town map for development in Haltemprice would be abandoned.

70. The first of these points is discussed in Chapter V. We have again considered the question of physical continuity and other links. A common boundary built up on both sides for something between one and two miles (out of a total of 8 miles), with additional lengths built up on one side or the other, does seem to us a considerable physical connection. But the criterion given us is rather broader: it is the question whether the developed area outside is "substantially a continuation of the town area" and we have no doubt that the developed areas in Haltemprice are substantially continuations of the town area of Hull. Hull has spread out radially towards the ancient villages on the west and they in turn have grown and changed in character. In our judgment the point of time has been reached when any real or important physical separation between the Haltemprice settlements and the city has ceased to exist. Under the development plan this process will go further, as is shown in Map C.

71. The exodus of people from Hull to Haltemprice (as well as to more distant places) has been marked in recent years and shows every sign of continuing. A number of industries in Haltemprice have either moved from Hull or are directly connected with the port. The main enterprises of Hull as a port and a commercial and industrial centre are the basis on which most other enterprises and services not only in the city but also

in Haltemprice rest, either directly or indirectly; and we cannot really have any doubt that people look to the centre of Hull from the outlying areas for all sorts of purposes—shopping, entertainment, and services of various kinds. It was mentioned that only 8,000 of the 43,000 people in Haltemprice worked in Hull, but this 8,000 represents 57 per cent of the resident occupied population of Haltemprice. In other words the urban district has many close links with the city, and this is quite compatible with an active community life in Haltemprice, or in one or other of its three separate neighbourhoods.

72. Turning to the balance of advantage, it is Hull that will mainly benefit from taking in Haltemprice, and we regard the benefit as a substantial one. The general picture drawn in Chapter II is very applicable to Hull. It has relatively little land for further residential development, while the new growth will increasingly take place outside. Its population will fall, and those who move out will include many who could help to make Hull a better-balanced community. This is the prospect for Hull on the assumption that its boundaries are not changed; and if the land for "planned overspill" is the only land to be included in the city, it will be only a partial remedy.

73. To function properly as a unit of local self government the county borough should at least approximate to the true inter-dependent community living in a substantially continuous urban area; and that cannot be, as we see it, unless Hull takes in Haltemprice. We do not believe that Haltemprice will be "swamped", nor that its influence will be negligible. We accept that the rate burden is considerably heavier in Hull and that Haltemprice would have to share this burden.

74. A good deal was said at the conference to the effect that the educational service in Hull was much inferior to that in the county. We have looked into this as carefully as we can and, bearing in mind the very different problems facing the county as a whole and Hull as a whole, we find the contrast drawn by the county unfair. The county council said that 8.9 per cent of children received grammar school education in Hull as compared with 17.2 per cent in the county. But the Ministry of Education tables for 1961 show a total "selective" provision in Hull of 24.6 per cent. Comparison is not easy because of the different systems employed but we are satisfied that there is no such contrast as was suggested.

75. We have also looked into such matters as expenditure per 1,000 population on various aspects of education in the two areas; awards; size of classes; percentage of pupils staying on beyond the statutory leaving age. The Newsom Committee's Report has forcibly pointed out the effect of social and environmental factors upon schooling. Bearing that in mind, we have no hesitation in saying that we cannot accept the contrast drawn by the East Riding between their education service and that of the Hull authority.

76. In other local government services, too, we can find no reason to think that transfer to Hull would entail any disadvantage to Haltemprice.

77. An assurance was given by Hull that the development plan for Haltemprice would be broadly followed. Some doubt was cast on this by other authorities, but the chief feature of the plan for Haltemprice—its “green wedges”—is as valuable to Hull as to the urban district, and in any event a substantial departure from the plan would require the Minister's consent.

78. On a review of the main points in dispute, therefore, we see a very definite balance of advantage in putting the greater part of Haltemprice into the county borough, subject to the larger question, discussed in Chapter V, about the strength and effectiveness of the Ridings.

79. We still maintain, however, that the northern area around Dunswell has not the necessary links in development to be considered for inclusion, and here as elsewhere the mere ownership of land does not seem to us a sufficient ground. However, we understand that firm plans exist for the two schools, which are intended to serve population inside the city, that building of one school has begun and that both will be completed within the next three years. We therefore consider that the limited area of the school sites should be included in Hull.

80. The western boundary suggested by the county in the event of our adhering in principle to our draft proposals has proved on further examination to be neither so well defined nor so simple as the existing urban district boundary, and the difference in area taken is not very significant; we have not therefore adopted this suggestion. Our proposed boundary follows the existing urban district boundary, or lies within it, except for two very small incursions into the parish of Skidby in Beverley rural district, which take account of future road improvements and secure a good physical boundary.

81. As we have said, the county authorities agreed in principle that Hull should have the land required for planned overspill, but the two sides disagreed on every item going to the calculation of land requirements—the future housing needs of the city, the amount of land which was or would be available for development there, the density at which it should be developed, the amount of use to be made of certain areas outside. On this latter point the following table taken from the representations of the two authorities on our draft proposals illustrates the differences of view.

TABLE III

Population capacity of land included in draft proposals

Estimates of capacity	A Area between city boundary and the Wawne Drain	B Area north of the Wawne Drain	C Area east of A and B to Holderness Drain	D Parts of Bilton and Preston parishes
By Hull C.B.	25,775	11,000	—	12,300
By East Riding C.C. ..	31,600	38,700	19,500	36,800*

* Subsequently amended to 12,600 on a smaller area in these parishes.

82. We cannot effectively decide these planning issues; we can only take the best indications available to us about them and leave it to the Minister to confirm or modify our proposals at the proper time.
83. A letter sent to the East Riding on 15th March 1963 conveyed the Minister's preliminary views on the Haltemprice Town Map. In this letter the Minister re-affirms his view (expressed a year earlier) "that further substantial overspill will accrue from Hull after 1971" and he goes on to say that the "amendment area" (that is what we have called Area A) "should therefore be planned in such a way as to allow for expansion should this prove necessary". This seems to us to suggest forcibly that, as a matter of development planning, the land extending as far as the Wawne Drain will not be sufficient for the post-1971 overspill need. It seems obvious that the direction in which any extension of the Area A development should take place is further north, and on that assumption we have no reason to think that any better line than the one chosen in our draft proposals can be found. We therefore adhere to our draft proposals in this area.
84. But we have very little evidence about the amount of land which should be added elsewhere, namely in Bilton and Preston parishes. There was strong opposition to the draft proposals here and looking at the facts again we are not satisfied that a substantial enough link exists between Bilton village and the Hull boundary to bring this area in without better evidence on planning issues than we have at present. We therefore retract our draft proposals for Bilton. In Preston parish, the city have said that they could house a further 2,600 people if their Greatfield estate were to be extended across the boundary as far as the Old Fleet River. The county virtually concede the case for a limited extension here and we have proposed its inclusion in the city. We are not, however, satisfied that a strong enough case exists for inclusion of any larger area of the parish. If, by the time the Minister makes his Order, the planning issues are clarified, he will no doubt consider the matter afresh.
85. As regards the claim by Hull for a further 294 acres in Preston parish for industrial and other purposes, and their renewed claim for Saltend, we do not think a sufficient case has been made out. We have no evidence of any substantial difficulty arising from present boundaries, nor of any shortage of industrial land which could not be met on other overspill sites, and we do not think that the balance of advantage—here mainly a question of rateable value—lies on the side of further weakening the county and district for the benefit of Hull. The 294 acres in any case has not been allocated to industry and we have no information about the planning merits of so allocating it.
86. Again, the 56 acres owned by Hull Corporation for parks and recreation purposes north-east of the Holderness Drain should in our view be left in the county, since the Drain is a good, clear boundary, and the ownership of land, especially for purposes of this kind, does not seem to us to require its inclusion in the city.

PROPOSALS

87. We accordingly propose that Kingston upon Hull should be extended to include the greater part of Haltemprice urban district, parts of the parishes of Bilton and Preston in Holderness rural district, part of the

parish of Wawne and two very small parts of the parish of Skidby in Beverley rural district. We have also taken the opportunity afforded by this review to straighten the city boundary in the Humber—an amendment agreed by technical officers of both city and county. The county borough, with boundaries as shown on Map No. 2 and further described in the schedule contained in Appendix 6, would have an area of 25,400 acres, a population of 346,000 and a rateable value of £10,040,000.

CHAPTER IV

York

DESCRIPTION OF AREA

88. The city of York was an important garrison town to the Romans and has been a garrison town ever since. It was there that Constantine was acclaimed Emperor and it has a long history as an important seat of the Church. For a thousand years before the Industrial Revolution it was the chief town of northern England. Its charters date back to the 12th century; in 1396 it was created a county in its own right and in 1464, during the reign of the Yorkist King Edward IV, the town was incorporated. The city owes its importance to its place in the centre of the Vale of York where the north-south route formed by the River Ouse is crossed by an important east-west land route along a low glacial moraine ridge. Until the 18th century it was at the head of sea-going navigation on the Ouse. As its importance as a river port declined, so it grew as one of the main railway centres of the country. Wool manufacture was its chief industry in the Middle Ages but this is now replaced by the making of confectionery, sugar, animal feeding-stuffs and milling. Today, however, as throughout its history, York's importance arises from communications rather than industries; as the central market town of a large and rich agricultural district, as a focus for trade and shopping and as a centre for tourists. Although the creation of the three administrative ridings led to the growth of less well known centres of administration elsewhere, it is to York that the geographical county looks as its historic centre. Its ancient Guildhall was the natural setting for our own discussions on the future of Yorkshire.

89. York became a county borough in 1888 and by 1901 had a population of 78,000. Thereafter it grew more slowly and, with the development of virtually all suitable land within its boundaries, in recent years the city's population has remained almost static. In the areas surrounding the city, however, growth has continued at a spectacular rate; their population increasing from 7,000 in 1931 to 15,000 in 1951 and to 24,000 in 1961.

90. The present population of York is 104,250 and its area is 6,933 acres. The rateable value is £3,440,919. The development plan envisaged that the population would grow to 115,000 by 1971, but the city council say that at the present rate of growth this is unlikely to be attained.

SUGGESTIONS OF YORK CITY COUNCIL

91. The council suggested an all-round boundary extension into all three Ridings so as to bring into the city areas of residential development, principally to the north and east, and a good deal of land in what the counties were proposing as green belt. This claim involved taking 4,943 acres from Flaxton rural district (North Riding), 2,513 acres from Derwent rural district (East Riding), 927 acres from Nidderdale rural district and 1,183 acres from

Tadcaster rural district (both West Riding). In support of this claim they referred to the housing estates, schools, sewage works, etc., outside the city on which they had spent money, and to the areas dependent on the city for sewage disposal. There were developed areas on or near their boundary which should be brought in; these included, in the North Riding, Rawcliffe, Clifton Without, New Earswick, Huntington, Heworth Without and Osbaldwick; in the East Riding, Heslington, Fulford and Naburn; in the West Riding, Knapton and Bishopthorpe. All these places had shopping, employment and other links of a very close kind with the city. The outward movement of population was creating financial problems for York, but was increasing the links between the city and the areas claimed. It was a matter of equity that these areas, which used the city's services and amenities, should come in; the advantages would be a unified and uniform administration for what was really one community; the "overspill" problem would disappear. As things stood there was a shortage of suitable land for development within the city and the number of different authorities outside it made consultation a cumbersome matter. It was anomalous that urban areas round the main core of the county borough should be controlled by rural authorities.

92. At the time of York's original submission the establishment of a university at York was under consideration; if the decision were favourable the city urged that it would strengthen the claim in the Heslington area.

93. The city council also drew our attention to the 8½ acre York Castle area in the heart of the city which they said had never belonged administratively either to the city or to any of the three Ridings. The city owned some premises in this area and provided some services, but the position was anomalous, particularly as it was the North Riding police who were ultimately responsible for dealing with any crime committed in the Castle area.

IEWS OF OTHER AUTHORITIES

94. The North, East and West Riding county councils were unanimous in their opinion that the difficulties and inconvenience which York mentioned were either minor or an inevitable feature of the local government system. They did not justify a major boundary extension. The city council had no real need for land for further development outside the city boundary nor had it an overspill problem since the 524 acres at "The Roughts" which had been transferred to the city from the West Riding in 1957 should prove adequate for future needs.

95. The three county councils therefore opposed the greater part of the claim. The North Riding County Council, in whose area lay most of the developed area claimed, were ready to concede a limited boundary extension in order to give the city the school and housing sites owned by them. The three county councils denied that people in the claimed areas were using city services without helping to pay for them or that the shift of population from York left the city ratepayers with an unfair financial burden.

96. Both the East and North Ridings were troubled by the effect which the York and other claims would have on their population and resources. (We discuss this in Chapter V of this report.)

97. The four rural district councils opposed the claim on lines similar to those of the county councils; they added that the residents in the claimed areas were opposed to the York suggestions, they had nothing to gain by them and would suffer a reduction in their representation. Flaxton and Derwent rural district councils considered the extension claimed to be nothing but a bid for the rateable value involved; if it succeeded, Flaxton could not exist as an effective local government unit.

98. With regard to the York Castle area, the West Riding County Council did not object to its inclusion within the city; neither did the North Riding, subject to the preservation of certain rights. The East Riding, however, maintained that the area was traditionally a part of Yorkshire, not of York, and should remain so.

DRAFT PROPOSALS

99. We proposed the extension of York to take in all the development which in our opinion was substantially a continuation of the town area and had closer and more special links with it than those arising from mere proximity. We made no specific provision of land for any planned overspill population from York because, during the course of the review, the city council informed us that, according to their revised information, the city would have no such overspill. In Flaxton rural district in the North Riding we proposed without hesitation adding to York the developed areas extending from the city boundary into the parishes of Clifton Without, Rawcliffe, Heworth Without and Osbaldwick. In Huntington we found that much of the development north of the city council's Bell Farm housing estate was less closely linked with the city than the areas already mentioned. In New Earswick was the well-known Joseph Rowntree Memorial Village. Yet in both cases there seemed to us no substantial physical separation from York; both were dormitories for the city, both were developing rapidly and the development plan for the area clearly envisaged development which would strengthen the links now existing. We thought that both these areas should be included in the city.

100. In Derwent rural district in the East Riding we suggested inclusion of some fringe residential development in the parish of Heslington, but not the village or the university site. Part of the development in Fulford parish seemed to us to be substantially continuous with development in York, in spite of some difference in character, and this part of the parish we proposed for inclusion in the city, but not the part south of the Germany Beck.

101. In Nidderdale rural district in the West Riding we proposed including only the group of R.A.F. and private houses in the north-east corner of Knapton parish.

102. We made no proposals for the villages of Bishopthorpe (Tadcaster rural district) or Knapton (Nidderdale rural district) since these seemed to us to be physically separate from the town area; and for the same reason we decided that the city's sewage disposal works in the parishes of Fulford and Naburn in Derwent rural district should stay in the county. We had no strong views about the York Castle area. The policing arrangements were admittedly not the most convenient possible, but we had no

conclusive evidence that the inconvenience was serious enough to warrant our recommending a change without the agreement of all the authorities concerned.

103. On our proposals York would have had its area increased to 10,560 acres, its 1961 population to 126,000 and its 1962 rateable value to £1,561,000.

REACTIONS TO DRAFT PROPOSALS

104. York City Council were disappointed by our draft proposals and asked again for the much wider extensions (9,575 acres as compared with 3,630) contained in their original claims. They thought it quite anomalous that while the main core of the urban area was administered by them, the peripheral urban areas should come under rural authorities. The inhabitants of these fringe areas, they said, looked to the city as the centre of their industrial, social and commercial life. They thought, too, that the future land needs of York would probably be greater than they had previously estimated and that they would be cramped by the draft green belt; for this reason some of the draft green belt land should be placed within their control. For further housing development there were available some 300 acres of land in the city and about 400 acres in the draft extensions: in all, this meant only about seven years' development. York's overall density under the draft proposals would be 12 persons per acre—only two county boroughs in the review area would be higher: this underlined the need for more room.

105. York was the natural administrative centre of the area claimed, which looked to it for first calls for police, fire and ambulance services. In the same way, schools in York had many pupils from the Ridings. The links between the city and the fringe areas were increasing: of 643 houses privately built in 1961 and 1962 in the fringe areas, 65 per cent had been built for York citizens. The council argued strongly against the exclusion of Heslington village and the university site: nearly all the land in the salient left in the East Riding by the draft proposals had been acquired by the university, whose development plan showed the close connection the area would have with the city. Even apart from the university, development in the south-east of the city would give Heslington primary school more pupils from the city than from the East Riding. York also contended that the position of the Castle caused real embarrassment; in various ways—for instance registration of electors, police, fire, planning—the city acted as though it were the authority responsible for the Castle area, and this should be regularised.

106. The North Riding thought that the happy position of local government in Flaxton rural district, with an efficient and enthusiastic council, should not be disturbed without very strong reasons, and that the draft proposals had not shown strong enough reasons. The rural district would be reduced from a vigorous, active area to an under-populated, barely viable one. The North Riding itself was threatened with severe losses elsewhere and every additional loss was an aggravation. The development north of the city was in the form of two peninsulas, neither of which had, nor would have, much

physical connection with the city except for the city's housing estates and school sites and some development in Osbaldwick. The county emphasised the special and self-contained character of New Earswick village and Huntington village, which they said were cut off by the York/Hull railway line and had no close links with the city.

107. Flaxton Rural District Council reminded us of the good service they had given in water supply and sewerage, housing and other fields. They said that their inhabitants were completely opposed to being in York: they referred to higher rates in the city, the political character of local government there, and the smaller ratio of representatives to electors. Similar views were also expressed by Clifton Without, New Earswick, Huntington and Osbaldwick parish councils, who insisted upon the independence of community life in their parishes. The Chairman of the Joseph Rowntree Memorial Trust spoke about New Earswick Village, its special character, and the open land between it and York; he feared that inclusion within York's boundaries would destroy the whole spirit of this unique village experiment.

108. The East Riding admitted the continuity with the city of the development in Heslington and Fulford parishes which we proposed including, but they were doubtful of any balance of advantage from including them. They rebutted York's contention that a further part of Fulford containing the cemetery and some residential development should be added. Still more strongly did they resist the suggestion that the Naburn Hospital, the Maternity Hospital and the Naburn Sewage Works should go into York.

109. On the university, the county argued that "institutions in large grounds" were an acceptable type of development in green belts; that Walmgate Stray and associated open spaces prevented any continuity between the university and the city; that the university would draw on far wider fields than York for its learning and its undergraduates, and that it would not be concerned very much with local government administration or boundaries. Heslington would remain a village, though a large one. As regards York Castle, the East Riding were reluctant to see any change.

110. Derwent Rural District Council asked the Commission to give serious thought to the retention of all Fulford parish in the county (subject to a minor adjustment) but they were not strongly against the draft proposals (again with a reservation on detail). They were entirely against any further encroachments. They supported the county on Heslington, and feared that the university would be engulfed by urban sprawl if it were in the city.

111. Fulford Parish Council saw no advantage in the inclusion in York of any part of the parish, but on grounds of community of interest if any part must go in they would rather see the whole parish included than divided. In resisting inclusion, they were not just thinking about rates; the amenities they had were better than those of similar places in the city. The overwhelming majority of their inhabitants wished to stay outside.

112. In the West Riding, neither the county council nor the rural district councils (Nidderdale and Tadcaster) wished to comment on the draft proposals but they resisted York's renewed claim for extensions into their districts. The Yorkshire Parish Councils Association supported what had been said about the community spirit and independence of the parishes whose territory was in dispute. They saw no balance of advantage in including them in York. The Poppleton Women's Institute agreed with the draft proposal to include in York the "R.A.F. houses" on its north-western edge.

RECONSIDERATION OF DRAFT PROPOSALS

113. The above paragraphs are a brief summary of the main points made on our draft proposals. In reconsidering them we first of all addressed ourselves to the city's general argument that the proposed green belt was too tightly drawn and that some part of the proposed green belt should therefore be within their area. Since the conference the Minister has written to the three Ridings saying that another 3,000 acres or so will be required for the growth of the urban area, and that the authorities should decide where this provision should be made before the limits of the green belt are decided. This confirms the view that more land is needed for the growth of the urban area, but does not lend support to the city's total claim.

114. As we see it, there is no case for the city boundaries to extend further than the foreseen urban growth which will be substantially continuous and closely linked with the city; but there is a case (subject to balance of advantage) for going as far as this.

115. We do not yet know what these limits of growth will be. The latest position as we know it is that shown on Map D. Any extension of the limits shown there must be decided as a planning issue. All we can say is that it seems likely on general grounds that in the areas most in dispute, to the north, north-east and east of the city, where the trend of private enterprise is strong in contrast to the west and south, there is likely to be a further consolidation of such continuity as is shown at present or indicated in the development plan.

116. Continuity was most strongly disputed in New Earswick and Huntington parishes, but we are driven to the conclusion that too little allowance was made for the additional development provided for in the Flaxton Town Map. This will in our view unquestionably make these areas, including New Earswick and Huntington villages, a continuation of the town area of York.

117. This is not to deny their special character, on which we accept the arguments of the objectors. We are unable to agree, however, that this character will be destroyed by their inclusion in the city: we see no reason to think it will be. The links between York and the areas proposed for inclusion arise from development trends and the planning decisions controlling them: in our view they are close and will become closer with the continued movement of people out of York. It is not only the presence of York, but also the background of open country behind, which makes it obvious that these are becoming integral parts of

the York community. The same is true in our view for the areas in Clifton Without, Rawcliffe, Heworth Without, Osbaldwick, Heslington and Fulford which we proposed including in the city. They too have their special character in greater or lesser degree, with their own churches, chapels, village halls and clubs and other centres of community life; but they have also become places into which the population of York has overflowed and will continue to overflow without breaking its ties with the activities of the city. And physical separation has been substantially lost.

118. When it comes to balance of advantage, we must say clearly that the advantage will be mainly the city's. What we have said in general terms in Chapter II is very applicable to York, where although a little land is still available within the present boundaries most of the growth has been outside and York's population has actually fallen in recent years. In the future this trend is likely to be accentuated, not least because of the very high density of some of the older residential property in the city. Besides, the interdependence of transport facilities and land use is strongly marked here, and consequently for planning purposes the inner and the outer areas must be looked at together. York can never renew and modernise itself properly unless the substantially continuous urban area is treated as one. The present boundaries are less out of date than the old City Walls, but only in degree, not in kind.⁽¹⁾

119. The fringe areas which would be included by our proposals would lose their independence. They are content with the services they receive. On the other hand there should be an advantage of which they made little or no mention: the administrative centre for many important services, including education, health, welfare and children's services, would be only two or three miles away instead of some thirty miles away at Northallerton or Beverley. But the main advantages would be to York.

120. Thus, looking at the city and the areas surrounding it we think that the extensions proposed were justified: the larger balance of advantage between the county boroughs and the Ridings as a whole must be discussed separately (see Chapter V).

THE UNIVERSITY; FULFORD SCHOOL; THE CASTLE

121. In making our draft proposals we had noticed the separateness of Heslington village and doubted whether the university would have very close ties with the city, but the arguments of the city council and their reference to the university's development plan, led us to study this plan and its implications more closely, and the more we did so the more doubtful we became whether our draft proposals had been right. We changed our view reluctantly, because the East Riding stands to lose resources elsewhere, but the following points now seem to us difficult to override.

122. The university⁽²⁾ site will be developed so as to contain a resident population of some 2,000 by 1972 as well as most of the main teaching and administrative buildings. This is development of urban density.

(1) A note indicating the close correlation between the line of thought adopted by the Commission in their reviews and the line of thought of the Buchanan Report will be found on page 131.

(2) The "university site" in these paragraphs means the site of about 180 acres referred to in the University of York Development Plan published in 1962.

123. The long term objective on roads and traffic appears to be a southern by-pass linking the Leeds and Beverley roads, which will relieve the university area and Heslington of most through traffic and leave the university with main road access only to the city. In the initial phases of development at least, it seems that lodgings in the city will be needed for the accommodation of the students, and it seems likely (with pressures for expansion) that lodgings will be needed for a very long time. Several historical and other buildings in the city—for instance the King's Manor, the Borthwick Institute of Historical Research and the Institute of Advanced Architectural Studies—will actually form part of the university.

124. But perhaps the most important question of all from our point of view is—from what centre will it be most effective and convenient to give the university those services which local government can give, including health and sanitary services, protective services and so forth? We are bound to say that in looking at the question in this way we must answer—the city. Again it is hardly to be expected that there will not be stronger links between the university and the city for entertainment, cultural activities etc. than with any other place.

125. We now think that when the university site has been developed it will be very difficult to regard it as other than part of York, in its physical development and links of many kinds. The inclusion of the university site in York would then be inevitable, but as meanwhile the county would have built up a pattern of services on a different basis, the change would be far more upsetting. It would therefore be better to make the change now.

126. By the time that the Minister comes to make his Order he will doubtless know where the additional land for urban development referred to in para. 113 is to be found. If some of it should be on the Heslington side of York, this would be an additional consideration, but it is not one we rely upon at present. We do, however, conclude that the university site and Heslington village which is closely associated with it should be included in the city.

127. Derwent rural district asked us to leave the new Fulford secondary modern school in the county because it served several villages. If, however, our final proposals for Heslington and the university site are adopted, it would make an awkward boundary to exclude the school and it looks as though there would be a substantial proportion of pupils from the city as extended. There could if necessary be joint management of this school but in our view the boundary in Fulford should run along the Germany Beck as already proposed.

128. As regards the Castle area, we are now satisfied that there are real and practical difficulties in the present position, or at least that there would be if the city council did not already act as though the area were within their jurisdiction for many purposes. We also note that the opposition of the East Riding to this change was not strongly expressed at the conference, while the other two Ridings agreed to it. We accordingly reverse our draft proposals on this point also and recommend that the Castle area should be part of York.

129. We are making some minor adjustments to our proposed boundary in Flaxton rural district in order to include areas suggested for development by the Minister in his modifications to the Flaxton Town Map, to take account of road boundaries, and to include the sewage disposal works at Rawcliffe and Osbaldwick which are of strictly local importance. We also propose some small alterations to the city boundary with Tadcaster rural district and Nidderdale rural district where the present boundary cuts through properties, and to take account of road boundaries.

PROPOSALS

130. We therefore propose that York should be extended to include the Castle area, almost the whole of the parish of Clifton Without, most of the parishes of New Earswick, Osbaldwick and Rawcliffe, and parts of the parishes of Huntington and Heworth Without, and a small part of the parish of Murton all in Flaxton rural district (North Riding), parts of the parishes of Fulford and Heslington in Derwent rural district (East Riding), small parts of the parish of Askham Bryan in Tadcaster rural district, and small parts of the parishes of Knapton, Upper Poppleton and Nether Poppleton in Nidderdale rural district (West Riding). The county borough, with boundaries as shown on Map No. 3 and further described in the schedule contained in Appendix 6, would have an area of 11,100 acres, a population of 128,000 and a rateable value of £3,935,000.

CHAPTER V

The Ridings

131. The effect of our proposals for Tees-side, Hull and York on the North and East Ridings are given in Appendix 1. Broadly the North Riding would lose 34 per cent of its population and nearly 48 per cent of its rateable value, and the East Riding would lose 20 per cent of its population and 20 per cent of its rateable value, the population falling to 185,000. These are serious consequences and while we did not regard either county as necessarily incapable when so reduced, the weakening which they would clearly suffer led us to examine several ways in which their resources could conceivably be strengthened.

DRAFT PROPOSALS

132. In our draft proposals we considered five possibilities for the future administration of the Ridings:

- (i) Selby urban district (population 9,800)⁽¹⁾ and Goole borough (population 18,830) could be transferred from the West to the East Riding. Selby was virtually one with Barlby across the Ouse, but it was doubtful how much benefit would result from uniting them, and the clear county boundary of the Ouse would be lost. Goole, being a port mainly for the West Riding trade, must be regarded as belonging to that county. Again, Malton urban district (population 4,450) in the North Riding was virtually one with Norton urban district (population 4,840) in the East Riding, and might be transferred to that county, but it also had strong links with Norton rural district, and if that too were transferred it would be hard to find a satisfactory boundary. None of these minor changes would make much difference to county resources.
- (ii) It would be possible to make a greater difference to county resources by transferring Scarborough and its hinterland to the East Riding and by transferring to the North an area including Harrogate, Knaresborough and Ripon. The disadvantage of such changes was that they would create a great deal of disturbance and raise boundary problems without, as we thought, radically improving the position of the counties.
- (iii) A more radical step to strengthen the North and East Ridings would be to amalgamate them, producing a population of 444,000 and a rateable value of nearly £5,400,000. In that event York, being well situated for communication with almost all parts of such a county, would be a convenient site for county headquarters. But the county would have an area of just over 2 million acres. Extra expenditure, moreover, would be involved not only in setting up new county headquarters but also in extra travelling and in setting up a fully decentralised form of administration.

(1) The figures of population are for 1961 and the figures of rateable value for 1962.

- (iv) If York were to become the headquarters of a new county amalgamating the North and East Ridings, there would be a case for adding to it those parts of the West Riding for which York would be the most convenient centre. The area north of the Nidd-Wharfe watershed comprising Harrogate, Ripon, Knaresborough and the rural districts of Ripon and Pateley Bridge and Nidderdale would add a population of about 105,000 and a rateable value of some £1,500,000 to a combined county of the North and East Ridings. In view of the similarity in character of Wharfedale and the southern part of the Vale of York and the area further north, an alternative boundary could be based on the Aire-Wharfe watershed in the west and on the Aire itself in the south, and in that case the new county would have a population of some three-quarters of a million and a rateable value of nearly £8,750,000. Yet against any such division of the West Riding was the fact that it seemed both to gain something from having a more rural northern part as well as its industrial area, and also to give something to this northern area which a county with smaller total resources could not easily do.
- (v) A wider amalgamation would be to make a county of all Yorkshire. The population of such a county (assuming the other changes proposed) would be 2,026,000, just below that of Lancashire, its rateable value would be £21,927,000 and its area 3,637,000 acres. Yorkshire, which had so many reasons for feeling itself a single entity, would find expression for that feeling in local government, and York would be a county town as accessible to the West Riding as to the other Ridings. The population and rateable resources of the West Riding would redress to some extent the weaknesses due to sparsity in the rest of the county, and the rate poundage would probably be lower than in either the North or the East Riding. Yet once again the unusually large size of the county and the resulting problems were adverse factors.

133. We did not actually put forward any proposals for changes in the boundaries of the Ridings other than those concerning Tees-side, Hull and York, but as local authorities in the Ridings had not previously been able to consider the implications of these proposals taken together, we invited a full discussion at the statutory conference of the various other possibilities just mentioned.

REACTIONS TO DRAFT PROPOSALS

134. This part of our statement of draft proposals was the subject of written comment amongst authorities in all parts of Yorkshire; the statutory conference was held in the Guildhall at York on 13th and 14th February 1963 and was made manageable by the willingness of many authorities who shared similar views to put them forward through one speaker. We shall here summarise much further still, but that is in order to try to present the general picture of local reactions, not to ignore the points made in each statement, which we have carefully studied.

135. Perhaps the most generally expressed comment was that the Commission itself had caused the problem now under discussion by their draft proposals for county boroughs, and the simplest solution would be to drop them.

136. Most authorities objected to the amalgamation of the North and East Ridings, with or without parts of the West Riding added, and most authorities thought that a single Yorkshire would be worse still, because bigger, but a certain number of authorities (all in the West Riding) were in favour of one or other of these alternatives. The chief points made against amalgamation were the sheer physical size of the new county and its sparsity of population; the reduction in number of councillors in relation to the electorate; the inability of individual councillors to know their county as a whole; the absence of personal contacts; the inconvenience of long journeys; the cost of increased travelling, increased divisional or area arrangements and new headquarters. The fact that the North and East Ridings would be left as very largely rural areas was also stressed.

137. This was the main line of argument advanced by the East Riding County Council and district councils. The county added that the draft proposals would leave them viable, and the rate increase would not be as much as the 1s. 8d. previously estimated. Although they did not positively ask for the Scarborough area, they could not accept our view that such an addition would not radically improve their resources. If the Harrogate/Ripon area were added to the North Riding, the Scarborough area should certainly be added to them. (Some East Riding districts put the claim to the Scarborough area higher than this, and sought also the addition of Selby and Goole).

138. The North Riding said that if the Tees-side proposals were maintained, they pressed for the inclusion of the Harrogate/Ripon area. Even without this they would remain viable, but with greatly reduced effectiveness. The amalgamation of North and East Ridings was strongly opposed; if it were persevered with, the Harrogate/Ripon area was an essential addition, but even with that area the county would strongly resist the amalgamation. The union of all three Ridings was completely unacceptable. They opposed also any changes at Scarborough or Malton. In general the North Riding districts supported the county in these views, and expressed objection to any transfer of territory to the East Riding.

139. Scarborough's view was that the Tees-side draft proposals were right; the Harrogate/Ripon area should be added to the North Riding; but Haltemprice should not be taken from the East Riding. They were opposed to being transferred to the East Riding "as a pawn", and also objected to the amalgamation of counties.

140. Harrogate asked to be transferred to the North Riding. They had little community of interest with the industrial south of the West Riding, though they agreed that travel from Harrogate to work in Leeds and Bradford was much greater than into the North Riding. They had not made their request because of failure to obtain delegated powers for county services—they hoped that by 1968 their population would have grown so that they would be able to claim such powers as of right. They believed that in becoming part of the North Riding they could provide some compensation for the loss of Tees-side. They believed too, that they would have greater representation there: Scarborough were represented by six county councillors and two aldermen, Harrogate by only three councillors and one alderman. They had a community of interest with Scarborough as a conference town and holiday resort.

141. The views of Ripon Borough Council, Knaresborough Urban District Council, Ripon and Pateley Bridge Rural District Council and Nidderdale Rural District Council differed from those of Harrogate. They did not believe that the addition of the combined area to the North Riding would benefit either the North Riding or the area itself. Their combined population was 48,000 as against Harrogate's 56,000. They supported instead a single Yorkshire. This would give real help to the rural areas of the North and East Ridings, and it could be run mainly in a decentralised way.

142. The county districts in the West Riding whose views were expressed at the conference were at one in urging that nothing should be done to deplete the resources or impair the balance of their county, but some were in favour of a single Yorkshire while others were against it. The West Riding County Council thought that the time was not opportune for such a change: as for a merger of the North and East Ridings, they would only say that such a county would be viable. They saw no merit in minor changes and thought that the transfer of the Harrogate/Ripon area to the North Riding would give no advantage to that county but would do some damage to the balance of the West Riding. The transfer of the whole area north of the Aire/Wharfe line would be far more serious to educational, welfare and highway services and was strongly opposed.

143. The Yorkshire Parish Councils Association and the National Union of Teachers (Regional Branch) both expressed anxiety about the effect of any transfer of the Harrogate/Ripon area.

144. Such were the points chiefly emphasised at the York conference. Some variations of view came out in written comments rather than at the conference; thus the union of the North and East Ridings together with part of the West Riding was favoured by Brighouse, Morley, Horsforth and—if the county councils were in favour—Otley. A single Yorkshire was supported by Ossett, Ilkley, Shipley, and, as a second preference, Wharfedale rural district.

RECONSIDERATION

145. It is beyond dispute that our county borough proposals must affect the North and East Ridings severely—the East being left much the smallest of the three Ridings in population and resources while the North would be most severely affected in proportion to its present strength. Both would lose the major part of their concentrated urban development. We recognised in our draft proposals that these would be serious consequences, but we thought that neither county would be so reduced as to be incapable of doing all that it should do to a standard comparable with that of many other counties. But our task is to suggest how the local government structure can be made more effective and convenient. If our Tees-side, Hull and York proposals were maintained and no alterations were made to the boundaries of the Ridings, we had to accept that there would be an appreciable weakening of county government in both North and East Ridings.

146. The first question, therefore, that we asked ourselves was whether those proposals were so valuable that they should be implemented despite the effect on the counties. It is true that both counties are likely to receive

further growth of population and rateable value from the continued tendency of people to live at some distance from their work in towns and cities. But we thought we should consider the position as it is, with future possibilities only as a final balancing factor. Would then our draft proposals result in the benefits outweighing the detriments? In our report on the North Eastern General Review Area which, as we said in paragraph 8 of that report, took into account what was said at the conference in York, we have already set out our view that the advantages of a single county borough for all Tees-side far outweigh the objections to it. Similarly the benefits which would follow from our proposed extensions for Hull and York as set out in Chapters III and IV, seem to us to outweigh the loss to the counties. As for the people concerned in the extensions, they are to a very large extent people whose interests and livelihood are connected with the basic activities of York and Hull, or with services arising out of those basic activities. We are therefore convinced that the Tees-side, Hull and York proposals should be adhered to.

147. It being obvious that the result of these proposals must be to weaken both counties, many suggestions were made to us for what were usually called "compensatory" adjustments. We also had some very provisional ideas of our own as set out in the second paragraph of this chapter.

148. To deal first with the major alterations suggested, the less drastic amalgamation would be that of the North and East Ridings, with or without the addition of the Harrogate/Ripon area. The great objections to such a new county would be that it would be very large in area, very predominantly agricultural and for the most part very sparsely populated. It would not be financially strong^(c). There was practically no support for this suggestion and we came to the conclusion that the prospects of such a county being appreciably more effective than the two Ridings would be separately were not high. Certainly it would be less convenient. We therefore eliminated this proposal as a serious possibility.

149. The other major alteration that we had put forward for consideration in our draft proposals and which was the subject of a good deal of discussion at the York conference was the unification of the three Ridings into one Yorkshire. While, as we have said, there was some overt support for this proposal and while we got the impression from the Press that there was a considerable amount of minority support for it throughout the geographical county, it would be impossible to deny that public opinion was heavily against any such amalgamation. Some of this opposition no doubt was just "die-hard" opposition to change of any kind, but this sort of attitude merged almost imperceptibly into a very real, genuine and widespread feeling that a unified county would be too large and too impersonal.

150. We think it is right to set out at some length the arguments in favour of and against such an amalgamation. The case for one Yorkshire is summarised in the following paragraphs.

(c) Taking account of all relevant proposals but without the addition of the Harrogate/Ripon area, it would have a 1963 population of 457,000 and a density of only 0.2 persons per acre: it would be 125 miles as the crow flies from its north-western to south-eastern extremities; its acreage would be 2,054,000 and its rateable value would be £12,800,000.

151. The changes at Tees-side, Hull and York, though necessary in themselves, would weaken the North Riding and still more the East Riding to a degree which would seriously hamper their capacity to provide efficient county government. Our proposals would take away 34 per cent of the population and 48 per cent of the rateable value of the North Riding and 20 per cent of both population and rateable value of the East Riding. Apart from the coastal holiday resorts from Bridlington to Whitby, they would together be left with over two million acres of sparsely populated land in which only Skelton and Brotton (13,300), Guisborough (12,800) and Beverley (16,300) at the extreme north and south of the two counties would have populations in excess of 8,000. This, it may be argued, would not be a satisfactory basis for effective and convenient county government, for it would mean a reduction in the variety of members and in the width of experience to be offered as an inducement to attract officials, while financial resources would depend heavily on grants from central government. The best that could be expected would be two county administrations having a dedicated and single-minded approach to the problems of rural sparsity but deprived (except in so far as the marginal holiday towns provided them) of the contribution which variety of duties and opinions would bring.

152. The West Riding, however, after taking account of our proposals here and in the West Yorkshire Special Review Area would remain a strong county with very strong total resources⁽¹⁾. Moreover it is a county with a wide variety of urban and rural interest now biased, if anything, towards the industrial and coalfield interests in its southern part.

153. The argument therefore continues that instead of leaving the three Ridings alone, with two of them in straitened circumstances, the right course would be to unite them into a single county of Yorkshire, which would have an area of 3,650,000 acres, a 1963 population of 2,087,000 and a rateable value of over £55 million. The united county would still be within the range of existing counties, having a population similar to that of Lancashire or Essex and a rateable value still less than that of Lancashire or most of the Home Counties.

154. It is true that a county of this kind would cover over three and a half million acres and would be more than twice the size of Devonshire—the largest existing county. On the other hand, it is suggested that it would give an administrative expression to the strong bonds which exist among Yorkshiremen everywhere and its administrative centre, which would obviously be at York, would be geographically central and involve no journeys much greater than some of those required in the West Riding to reach Wakefield. 90 per cent of its population would live within forty miles of York and, having regard to the excellent Yorkshire road system, two-thirds of the population would be within a comfortable hour's car journey from York. With modern transport facilities this would be a much better situation than existed in many counties when the

(1) Leaving the Harrogate/Ripon area within the West Riding, the county would have a 1963 population of 1,628,000, a rateable value of £42,540,000 and an area of 1,596,000 acres.

present system of county government was established seventy-five years ago—and certainly no more difficult than that existing in some other counties today.

155. It is said that a county so constituted could spread the existing balance of interests in the West Riding over the two weakened Ridings (with all the advantages which would accrue from participation in the resources and capacity of the larger unit). It could go further in specialising its staff and institutions and in having strong teams of expert advisers at county headquarters. Its in-service training and refresher courses could be highly developed under its own control. It could offer better salaries, a better career structure and a wider variety of experience than all but the strongest authorities. Its case loads would be sufficient to justify provision of the whole range of local government facilities and institutions on an economic basis.

156. There would naturally be a need for decentralisation to divisional executives and/or to district councils exercising delegated powers. But many authorities take the view that this provides a good and efficient link between the county council and the individual who has problems connected with county services and yet finds County Hall rather remote.

157. The expense and difficulty of setting up new headquarters at York while maintaining subsidiary offices in the three existing county towns could be considered as a small short term price to pay for a better long term local government structure.

ARGUMENTS AGAINST A SINGLE YORKSHIRE COUNTY

158. In the course of summarising the views expressed at the York conference we have already referred to many of the points which can be taken against a single county of Yorkshire. In large measure they stem from a conviction that the sheer size of the county must result in a remote and impersonal authority in which the importance of officers would be magnified and the importance and effectiveness of representatives diminished. It is said that councillors could not be expected to have a thorough knowledge of large areas of the county to which they never went in the ordinary course of events. A smaller county, it is argued, must be more convenient than a very large one. Further, both the North and East Ridings said that though weakened they would still be able to do their job: there was no solid evidence that a county with a population approaching 200,000 is incapable of providing services effectively: there is no warrant in the Act or the Regulations for assuming that it cannot.

CONCLUSION ON A SINGLE YORKSHIRE COUNTY

159. Our conference at York gave us a very ample opportunity of testing the feelings of those concerned with local government in Yorkshire. The Yorkshire press too carried a good deal of comment on the various possibilities. The overwhelming view was against such a union and the view expressed on behalf of the West Riding was that the time was not opportune for such a proposal.

160. We have set out the arguments for and against a united Yorkshire so that they may be the subject of public consideration. Although the conception of a single Yorkshire has considerable attractions, most of us think that the time is not ripe and accordingly we make no proposal for any amalgamation of the Ridings.

ADJUSTMENTS TO STRENGTHEN THE EAST AND NORTH RIDINGS

161. As regards minor adjustments, there was little support for changes at Selby, Goole or Malton and we still think that these would not give any solid advantages; in each case a hinterland would be administratively cut off from the town transferred.

162. But the position is rather different with regard to the suggestion that the Harrogate/Ripon area should be transferred to the North Riding and the Scarborough area to the East Riding. In the course of the York conference there was a substantial measure of support for such a course and we were given cause to wonder whether we had been right in rejecting it at the draft proposal stage as not leading to a radical improvement. We have therefore very carefully re-examined the arguments for and against it.

163. At the conference Harrogate said that they had long been of the opinion that the West Riding was too large: that the borough was not a typical West Riding town: that though many of its inhabitants worked in Leeds and Bradford, few worked in the administrative county of the West Riding. Harrogate, it was said, was an important shopping centre and besides attracting custom from its neighbouring areas drew much custom also from the Thirsk/Northallerton/Ripon triangle. The people of Harrogate had very little community of interest with the industrial south of the West Riding. It was easier and quicker to get by car from Harrogate to Northallerton than to Wakefield. They thought too that they would have proportionally a larger representation on the reduced North Riding County Council than they had on the present West Riding County Council. They felt that a change would be "best for local government generally in this part of the country", and they therefore asked that the borough be added to the North Riding. With a great deal of the argument summarised above we agree.

164. But Harrogate's neighbours, namely Ripon borough, Knaresborough urban district and the rural districts of Ripon and Pateley Bridge and of Nidderdale, expressed themselves as opposed to the suggestion of transfer. They were represented by one spokesman at the conference and it may not have been without significance that he said "Harrogate did not see fit to consult Ripon or any of the neighbouring rural authorities before making these proposals. Had they done so they might have found that I am not so bitterly opposed to them". The latest resolution of these authorities was in favour of a single Yorkshire, but it did appear from the conference proceedings that they had no feeling of antagonism towards the North Riding. It would indeed have been surprising if they had. The area is part of the Vale of York and has much in common with neighbouring areas across the boundary. Ripon market serves large areas of the North Riding as well as the West.

165. On reflection therefore we think that a strong case can be made on geographical and social grounds for the transfer to the North Riding of the areas of the West Riding to the north of the Nidd⁽¹⁾. From the West Riding's point of view this would be unwelcome but nothing like so serious as would be the loss of the whole area north of the Aire-Wharfe line.

166. It should be added that on simple geographical grounds we do not think the transfer of Harrogate only would be practicable. It would have to be either a detached part of the North Riding or connected by some sort of corridor. Before considering further the pros and cons of this transfer we turn to consider the position of Scarborough and its hinterland.

167. Scarborough did not like the idea of being transferred to the East Riding "as a pawn" and opposed it, though they would welcome the addition of Harrogate to their county. We were told at the conference that Scarborough's ties were with the North Riding, that there was "a different philosophy" between the two Ridings and transfer would meet with considerable hostility. Scarborough, it was agreed, had in the past thought of going into the East Riding but latterly relations with the North Riding had been better. There was no doubt however that Scarborough was remote from Northallerton (42 miles) and "we have found time and again that this remoteness is difficult or makes for difficulties".

168. Scarborough is 8 or 9 miles nearer to Beverley than to Northallerton using the main roads and 17 or 18 miles nearer by the road over the Wolds. We have no doubt that from the point of view of convenience Beverley would be a better centre for Scarborough than Northallerton. It may be that the Wolds farmers have a somewhat different "philosophy" from those in some parts of the North Riding but it is clear that not so long ago the Scarborough Council did not think that there was any incompatibility of temperament between their citizens and those of the East Riding.

169. Our conclusion is that to transfer Scarborough to the East Riding would be reasonable so far as convenience and compatibility are concerned.

170. If Scarborough were transferred, it would be necessary to transfer Scalby urban district with a population of about 7,500 and Scarborough rural district with a population of about 8,100. Both districts opposed transfer, saying their ties were with the North Riding and they were satisfied with the services they got. But both districts must have strong links with Scarborough: indeed the North Riding intend to submit a single town map for the borough, the urban district and part of the rural district. It is true that a much frequented part of the North York Moors National Park would inevitably be included in the territory transferred to the East Riding, but we do not think that arrangements for joint planning administration would present serious problems. We cannot see any real reason why they should not soon settle down happily if they were transferred.

(1) A good deal has been said about the ties between the Harrogate area and the West Riding for purposes of daily work. In the area now under consideration however at the 1951 census 91.5 per cent of the occupied persons did not travel outside to work: it was a very self-contained area. Only some 4.2 per cent went to the West Riding or its County Boroughs to work. This is very small compared with some of the movements we have considered elsewhere in this report.

171. We next considered whether any of the areas concerned would suffer by transfer so far as services were concerned. All expressed satisfaction with the services they were now getting from their respective counties. But Harrogate clearly has no fears on this score. The surrounding districts, while conceding that all the county councils were good, foresaw difficulties of readjustment. Neither Scarborough Borough Council nor Scalby Urban District Council nor Scarborough Rural District Council raised the question of services as a ground for their opposition to transfer. We think therefore that if these transfers were desirable on other grounds, they should not be rejected for fear that services would suffer.

172. Provision would need to be made, in any Order of the Minister's, relating to the Yorkshire Deeds Registries. Some duplication of searches would arise.

173. The question whether such transfers would materially help to strengthen local government in the area was left as the vital one: and we reconsidered it with great care.

174. At the conference many speakers referred to the suggestion as being designed to "compensate" the North and East Ridings for their losses elsewhere. We do not look at it in that way. We think the Clerk of the North Riding was right in his approach when he said "It is not compensation—we are not looking for a replacement in that sense of loss as one might use it in a financial way, but we are looking for an invigoration of the County to enable it to carry on in the standard that it has had before". His council of course wished to retain the Scarborough area and gain the Harrogate/Ripon area but we could not shut our eyes to the fact that our proposals, if accepted, would inflict considerable loss on the East Riding by reducing its population to 185,000 and its rateable value to £5,307,000. It, too, we thought might equally fairly "be looking for an invigoration of the County to enable it to carry on in the standard that it has had before". It was in this spirit that we re-examined the suggestion from the point of view of both the North and the East Ridings.

175. So far as the North Riding is concerned the results of an exchange would be that they would lose 57,000 population in the Scarborough area and gain 104,000 in the Harrogate/Ripon area, a difference of 47,000. Our draft proposals would have left them with a 1963 population of 272,000 so that this gain represents an increase of 17 per cent over the population they would otherwise have. On the financial side they would lose some £2.3 million at Scarborough and gain £3.4 million in the Harrogate/Ripon area, a gain of more than £1 million over the resources they would otherwise be left with.

176. So far as the East Riding is concerned, they would lose some 45,000 population at Haltemprice and 2,700 at York but would gain some 57,000 in the Scarborough area thus bringing their population to a figure a little higher than it is at present. They would lose about £1.4 million in rateable value: they would gain some £2.3 million thus having a net gain of £1 million more than at present. The addition of Scarborough would add to the existing variety of the East Riding and improve its balance between urban and rural areas.

177. In the face of these figures we now think that at draft proposal stage we underestimated the improvements in the counties' position that these changes would effect. A population difference of 57,000 makes a greater difference to a county of around the 200,000 mark than it would to a much larger county. The benefit of this extra strength should be felt in services to all parts of the county and all its people.

178. In the case of the North Riding the result would not be to make up, or indeed anything like make up, for its losses on Tees-side and at York. Nevertheless it would bring its population up to well over 300,000 and its rateable value to over £8½ million, and would more than make up for the loss of the Scarborough area.

179. Finally the loss of population and resources for the West Riding is slight in proportion to its total population and resources: it would remain very strong indeed.

180. In the result we have come to the conclusion that there are solid reasons with which to support these changes. They should help both the North and the East Ridings to maintain their standards. The overall result would be to make local government in both counties more convenient and more effective than it would have been if we had adhered to our draft proposals.

181. But when we considered the proposed county boundaries in detail, we thought that some improvements could be effected by departing from the existing rural district boundaries at some points.

182. Our proposed boundary between the North and West Ridings to the west of Harrogate runs broadly along the Nidd-Wharfe watershed and we see no reason to depart from the existing southern boundary of Ripon and Pateley Bridge rural district.

183. To the east of Harrogate and Knaresborough the southern boundary of Nidderdale rural district sometimes follows and sometimes departs from the centre line of the River Nidd. We think that, as a county boundary, it would be preferable to follow the clearly recognisable boundary of the centre line of the Nidd from Knaresborough to its confluence with the River Ouse. This would leave eight whole parishes of Nidderdale rural district with a total population of 3,000 and some £74,000 rateable value in the West Riding. In particular, this would offer advantages in highway maintenance in the area between York and the river Nidd.

184. On the proposed boundary between the North and East Ridings we think it would be advantageous to use, where possible, the well marked boundary provided by the upper course of the river Derwent and have therefore excluded moorland parts of two parishes which, to the best of our knowledge, have little population or rateable value.

PROPOSALS

185. We therefore propose that Scarborough borough, Scalby urban district and most of Scarborough rural district should be transferred from the North to the East Riding and that Harrogate borough, Ripon borough, Knaresborough urban district, Ripon and Pateley Bridge rural district and

most of Nidderdale rural district⁽¹⁾ should be transferred from the West to the North Riding. The proposed new county boundaries are shown on Map No. 1, Part 1, and are further described in the schedule contained in Appendix 6.

186. The East Riding would then have an acreage of 784,800, a population of 242,000 and a rateable value of £7,650,000. The North Riding would have an acreage of 1,467,800, a population of 319,000 and a rateable value of £8,575,000.

187. For the West Riding the net result of these changes, together with others we propose in this report and in that for the West Yorkshire Special Review Area, is to leave the county with an acreage of 1,397,500, a population of 1,526,000 and a rateable value of £39,150,000.

⁽¹⁾ Except for the parishes of Follifoot, Hessay, Knapton, Moor Monkton, Nether Poppleton, Plompton, Rufforth and Upper Poppleton, and a very small part of Cattal parish.

CHAPTER VI

Barnsley

DESCRIPTION OF AREA

188. Barnsley has long been the main centre of the South Yorkshire coalfield, a function which it is now tending to lose to Doncaster as mining spreads eastwards into the "concealed" coal measures. It lies near the head of the Dearne Valley on the rising ground of the Pennine foothills midway between Sheffield and Wakefield. Most of the town has been built on steeply rising ground south of the river and much of the lower land to the north and east is either occupied by collieries or is open ground separating suburban housing and mining communities from the main town. The early importance of the town as an historic market centre with charters dating from 1249 and with craftsmen skilled in the production of linen, paper, iron and glass was overwhelmed by extensive shallow mining of coal in the 17th century and by the early development of deep mining in the latter part of the 18th century. Mining is now the predominant occupation; there are four collieries in the town and another 14 within a few miles radius; glass and bottle making remains an important subsidiary industry, along with engineering and clothing manufacture.

189. Barnsley was incorporated as a borough in 1869, when its population was some 20,000. In the second half of that century, when the industrial revolution intensified the need for coal, it grew rapidly, and in 1913, when the population was 50,000, it became a county borough. It continued to grow and following a substantial boundary extension in 1921 the population rose to over 70,000. By 1931 it was 74,000, but in the slump of the thirties the population fell until in 1939 it was 72,000, despite a boundary extension in 1938 which had added 2,830 people to the county borough. After the war the population again rose to a peak of 75,630 in 1951, and is now 75,000.

SUGGESTIONS OF BARNSLEY COUNTY BOROUGH COUNCIL

190. The council asked that Barnsley should be enlarged to include the whole of the eight adjoining urban districts of Royston, Cudworth, Darfield, Wombwell, Hoyland Nether, Worsbrough, Dodworth and Darton. The suggested extension would (on 1959 figures) have increased the population of Barnsley by 92,610, the area by 21,056 acres and the rateable value by £674,292.

191. The council said that Barnsley was the centre and focal point of a communal area much larger than the confines of the existing borough and embracing these surrounding districts. Although development in only six of the districts was continuous with the town area, Barnsley and all eight districts were bound together by a strong community of interest. All were

still primarily mining communities, whose residents worked under the same conditions and underwent the same dangers. They were thoroughly integrated industrially, with Barnsley residents travelling to work in mines and factories in the surrounding districts, and many people from the districts working in mines, factories, mills and offices in Barnsley. With its markets Barnsley was the main shopping centre for the area, and its sporting, entertainment and social facilities were also used by people from the surrounding districts. Thus the extension claimed would be a recognition in the administrative sphere of what was already a reality in the geographical, commercial, industrial and social fields, and the removal of the existing artificial boundaries would erase the unnecessary difficulties placed in the way of efficient service to the public.

192. The suggested extension of Barnsley would benefit the claimed districts by giving them a direct say in the running of major services, and these services would be provided by an authority whose resources were equal, at least relatively speaking, to those of the county council, and far greater than those of the districts concerned. The wider scope of operation in almost all departments would result in a general reduction of running costs, greater efficiency, economies resulting from centralised control and administration, increased mechanisation and specialisation and pooling of resources.

VIEWS OF OTHER AUTHORITIES

193. The West Riding County Council replied that to make a claim which would nearly quadruple the area and more than double the population of the county borough was tantamount to an admission that Barnsley in its present form was not an effective one-tier unit. In that case it should not be bolstered up to the detriment of the county and districts concerned. There was no effective continuation of development between Barnsley and most of the adjoining districts. The existence of a thriving cattle market in Barnsley and the low population densities of the surrounding districts indicated that they did not possess an urban character. Furthermore Barnsley had ample land for development within its own boundaries and had no need to expand.

194. To claim that Barnsley's resources were relatively speaking equal to the county's was meaningless, and to claim that they were far in excess of those of the districts was misleading, since it took no account of the county's specialist staffs and services which were available to the districts. The services provided by the county council compared more than favourably with Barnsley's—in education, for instance, they provided a whole series of services whose quality surpassed what was possible in an authority the size of Barnsley even if it were extended to include the claimed areas.

195. The assertion that unnecessary difficulties were placed in the way of efficient service to the public by the existing boundaries had not been supported by convincing evidence, but any such difficulties would vanish if the county borough, which was only 10 miles from the county hall, became part of the administrative county.

196. The eight urban district councils unanimously opposed the suggested extension of Barnsley. They expressed their satisfaction with the services provided by the county council, and contended that the districts were communities in their own right with no continuity of development across the county borough boundary except in Worsbrough and Darton. The community of interest and the links between the districts and Barnsley had been exaggerated, for in fact the districts were independent communities for many purposes, and for other purposes they looked also to other large centres such as Sheffield and Wakefield. The enlargement of Barnsley would bring no advantages to the districts, and it seemed fairly certain that if they were merged with Barnsley, rates and council house rents would rise.

197. Royston and Cudworth urban district councils also asked that some 432 acres of the old parish of Carlton, transferred to Barnsley in 1938, should be returned to the county.

DRAFT PROPOSAL

198. In our statement of draft proposals we remarked that Barnsley was a mining town in the middle of a mining area. Not only was the population small for a county borough, but it had declined from 75,630 in 1951 to 74,650 in 1961, and there was no reason to think it would increase significantly in the foreseeable future. The town had many problems and few resources. Mining, besides its effect on appearances, had created serious problems of subsidence, and there had been very little diversification of employment by the arrival of other industries in recent years. Half the houses were then rated below £13 compared with an average proportion for the whole country of only a quarter; only 2 per cent were rated above £30, the average for the whole country again being nearly a quarter. The rateable value per head of population (£10.5) was less than that of any other English county borough save one, and the penny rate product (£3,162) was less than that of any save four, all of which had populations of less than 60,000.

199. The county borough council had asked for their boundaries to be extended to include the eight surrounding urban districts, and we were satisfied that in some ways there were strong links between them. For example, Barnsley's two grammar schools took many children from these areas, and were jointly maintained by the county borough council and county council. Barnsley and the surrounding districts also had a community of interest as they were all predominantly mining areas. On the other hand, the population of Barnsley, unlike that of many county boroughs, had not spread out to the surrounding county districts, and only two small areas, with a total population of about 3,000, could be regarded as part of the town area of Barnsley. On the evidence before us we had come to the conclusion that these were the only two areas which we could recommend for inclusion in the county borough, and they would make little difference to Barnsley's present population or resources.

200. We had, therefore, been compelled to consider whether Barnsley, with a population which was likely to remain so far below 100,000, should continue as a county borough.

201. It seemed to us that the costs of several services in Barnsley were high. For example, the health service costs for every thousand of the population were about £1,790, and those of the welfare service about £910, compared with county borough averages of £1,415 and £675. (Education costs were also high, but this appeared to come about mainly because of having more children of school age than usual in proportion to the population.) To some extent these high costs reflected the determination of the council to supply good services in spite of the difficulties with which they were faced. They managed to reach a good standard in the health service, but this standard was maintained only at the cost of putting a very heavy burden on the rates. There must be doubts about the council's ability in the future to sustain a sufficient all-round level of performance in the existing services, let alone meet the new demands that are being made on local authorities in many branches of education, health and welfare.

202. The character of the area and the conditions under which the services must operate had produced an added difficulty in the recruitment and retention of staff. In the health department there had, in recent years, been an abnormally high turnover in medical staff; this could not be in the best interests of the service. But the difficulty was seen in its most acute form in the education service. Recently, for example, it had taken quite a long time to fill the post of Deputy Director of Education, and there seemed to have been perennial difficulty in keeping the administrative assistant posts filled. Specialist organisers were limited to two for physical education and one music adviser: all problems that needed to be handled by a woman were dealt with by the woman organiser of physical education. Staffing problems seemed also to have affected the pattern of provision of secondary education and to constitute at least a partial explanation of the retention of "central" schools, institutions which had disappeared elsewhere since the reorganisation of secondary education under the Act of 1944.

203. We had seen some of the good work done by individual chief officers in Barnsley; but under regulation 5 we must have regard to "the extent to which the size of population and rateable value provide adequate resources and allow adequate scope for the efficient and economical discharge over suitable areas of all the functions exercisable by the local authorities concerned". We considered that in these respects Barnsley was seriously handicapped and would face increasing difficulties in the future. We had accordingly been forced to conclude that Barnsley was too small in population and resources to have a fair chance of overcoming its special problems; even if it were more happily placed, it would be open to question whether at its present size, with a static or declining population, it could develop within its own resources the expanding social services which would be required.

204. In view of the links between Barnsley and the surrounding districts, we had considered the case for going beyond the terms of regulation 11 and amalgamating the whole area as a county borough in spite of the breaks in development, which meant that it was not physically one town. Such an amalgamation would be likely to improve the administration of district services in the surrounding area, but we did not think that this would be sufficient to outweigh the disadvantages, particularly as it would

be open to the county council to strengthen the district administration at the county review. So far as the county services were concerned, the result of amalgamation would be to increase costs without securing the advantages in specialised staff and institutions which the West Riding's size and financial resources made possible. On the other hand, to include Barnsley in the county as a non-county borough would secure these advantages for all the people of the area and at the same time diminish the cost to the Barnsley ratepayer. It would recognise the common interests of the communities to which Barnsley had drawn attention and their major services would be planned and co-ordinated by a strong county.

205. As a non-county borough Barnsley would be entitled to delegation, so that the council would still have a big part to play in the day-to-day administration of education, health, welfare and planning, while being able to call on the services of the county's varied and expert team of advisers. In the education service, Barnsley's teachers would benefit from the residential courses at Woolley Hall and many other arrangements through which one-fifth of the teachers in the West Riding attended refresher courses every year. The Barnsley education service would also benefit from being part of an organisation which included a varied range of schools of all kinds in contact with the authority's own training colleges. We had noted elsewhere in the county how the facilities which the West Riding could provide were an attraction to teachers with special qualifications to come to and remain in the area; they also helped to sustain the vitality of teaching in the face of an unattractive environment. Similarly, in the health services Barnsley's officers would be helped professionally and administratively by working as members of a larger team.

206. We therefore proposed that Barnsley should become a non-county borough in the West Riding.

REACTIONS TO DRAFT PROPOSAL

VIEWS OF BARNSLEY COUNTY BOROUGH COUNCIL

207. The council made the following main points:

- (a) It was wrong to convey that Barnsley was a small, impoverished, struggling and declining authority borne down with problems and barely succeeding in providing the services required at the expense of a heavy burden on the rates. Such a picture failed to give due credit to the council's achievements since the war, which included the provision of over 6,000 houses, 14 primary schools, 3 secondary modern schools, 1 technical grammar school, extensive additions to the College of Technology, and 6 homes for old people. They had cleared more than 12,000 unfit houses, a substantial solution of the slum clearance problem, and were about to embark, in conjunction with private developers, on an important scheme for the redevelopment of their central area.
- (b) A mining town in the middle of a mining area must bear some evidence of its nature, but the residents of the industrial north were well aware of the differences between their towns and climate and those of the more favoured parts of the country. In the past mining

had created serious problems of subsidence "but a sympathetic National Coal Board and an energetic county borough council, coupled with recent legislation, have met and solved these problems so that they no longer exist . . .".

- (c) As for the diversification of industry, there were now forty classes of productive industry in Barnsley and only about 20 per cent of employed persons were engaged in mining. The Board of Trade were so sanguine in their view of the industrial situation in Barnsley that they now sought to steer industrial firms to other areas rather than to Barnsley.
- (d) The population of Barnsley was not declining, for on the Registrar General's mid-1962 estimate the population was up by 300.
- (e) They had not found any difficulty in recruiting and retaining staff, and contrary to the statement in the draft proposals they had had no trouble in finding a Deputy Director of Education. It was a source of pride that in the younger ranges of the administrative staff of the education and health services, people had gone from Barnsley to higher office elsewhere. School staffing problems were not confined to Barnsley and were shared by the whole of south Yorkshire. The retention of central schools in Barnsley was in no way due to staffing difficulties, and they were not the only authority which had central schools.
- (f) It was inappropriate to judge Barnsley by reference to the average cost of the health and welfare services, because Barnsley had deliberately provided a service above the average. They had provided unusually extensive domestic services, particularly home nursing and domestic help. They were about to embark on a sheltered workshop for disabled employees with the fullest support from the Ministries of Labour and Health, and indeed with a 75 per cent grant from the Ministry of Labour. They had also already constructed two first-class modern clinics. In terms of rates levied per head of population the health service cost for Barnsley for 1962-63 was 43s., which compared reasonably with figures for certain other county boroughs, including Bristol, Coventry, Exeter, Newcastle-upon-Tyne and Nottingham.
- (g) They could see no benefit in the West Riding's specialist institutions. Their own health service had not suffered by inability to call upon the county's team of advisers. At present Barnsley's senior medical staff, with qualifications at least comparable with their county counterparts, had access readily and directly to the National Health Service consultants. The three senior departmental medical officers constituting the county's team could not be regarded as qualified to operate in a consultant capacity to Barnsley's Medical Officer of Health. Nor had the education service suffered because it could not draw on the county's specialist staff and institutions. Barnsley had proportionately more organisers than the county, and over 52 per cent of Barnsley's teachers had attended refresher courses in 1962, whereas according to the statement of draft proposals, only 20 per cent of the West Riding's teachers attended refresher courses each year.

- (h) The Borough Treasurer and County Treasurer had together estimated that in relation to 1961-62 the effect of making Barnsley a non-county borough would have been to reduce the rate in the borough by 2s. 2d. in the pound. This agreed statement however had been based on estimates only for 1961-62. The county borough council had now made a fresh calculation in the light of what was so far as they knew the actual expenditure of the two authorities for that year, and their present estimate, which had not been agreed with the county council, was that the reduction would have been only 11·4d. in the pound, or on certain assumptions still less.
- (i) The proposal for an enlarged county borough was not actuated by self-aggrandisement, but by a wish to participate in a radical, far-reaching, realistic re-organisation of local government in the area. They had therefore formulated their proposal on broad and simple lines. The benefits of this scheme would be to extend to the eight urban districts the excellent services provided by the county borough council, to simplify the administration by substituting one-tier for two-tier government, and to provide increased representation for the electorate, enabling the representatives to participate in the deliberations of a body concerned with an area, the different parts of which all substantially had the same needs and problems.
- (j) It was common sense not to allow a narrow view of the regulations to stand in the way of the proposed new county borough, for the eight district (whose loss would not cause any serious difficulties for the county council) could be regarded as part of the town area of Barnsley, if the areas of open land lying within the proposed future boundaries were viewed within the wider context of the area as a whole, instead of being regarded as insuperable barriers. Even on the strictest adherence to regulation 11, Worsbrough Bridge, Gawber and Staincross, Cudworth and Royston were all continuations of the Barnsley town area. People in the eight districts visited Barnsley for shopping, business and entertainment, and while the districts had been built up separately and did not represent suburban extensions of Barnsley, many of them were built up round the development of mines, and they were linked by lines of communication with Barnsley, which had become the centre for the whole area. In fact nearly 1,000 persons from Barnsley had taken up residence in the adjoining districts in the last year or so.

208. The county borough council were supported by the Barnsley Executive Council, the Barnsley Chamber of Trade, and the Barnsley and District Trades Council and Local Labour Party.

VIEWS OF OTHER AUTHORITIES

209. The eight urban district councils all opposed the scheme for an extended county borough; they said it would be unreasonable to make 93,000 people in the surrounding districts suffer financially and administratively in order to keep Barnsley as a county borough, though Darfield Urban District Council regretted that we had not thought it right that Barnsley should remain as a county borough within its existing boundaries.

210. The county council declared that there were only two possibilities, in view of Barnsley's declining population, its low resources and its problems as a mining area: these were to make Barnsley a non-county borough or to enlarge it. To enlarge it as suggested would mean incorporating areas whose people were reluctant to go in, areas without continuity of development, in order to raise the population of Barnsley from 74,000 to some 160,000 and produce an administrative area four times the size of the present Barnsley. This would be a complete mining area, as all the eight districts resembled Barnsley, where according to the Ministry of Labour 37 per cent of the male employed population was in the mining industry. The problems now confronting Barnsley would thus be multiplied enormously, and the effect on the eight districts would be a rate increase ranging from 5s. 0d. to 2s. 4d., according to the financial statement agreed by the Barnsley and West Riding treasurers. Hence there was nothing for it but to make Barnsley a non-county borough.

RECONSIDERATION OF DRAFT PROPOSAL

211. Barnsley's first argument was that we had applied a restrictive interpretation of regulation 11 to their claim for extension and that in any case these were not exclusive considerations, but only some of the matters to which the Commission should have regard.

212. We have therefore looked again carefully at the pattern of physical development in and around Barnsley. The area claimed by Barnsley varies in height from five to six hundred feet in the south and west to two to three hundred feet in the north and east. It has been deeply cut by the River Dearne and the River Dove and their tributaries with the result that the low-lying valleys are physically separated from each other by barriers three to four hundred feet high formed by steep-sided sandstone ridges. Collieries, both past and present, developed naturally in the valleys, where the depth of rock overlying the workable coals was least. Railways followed to link the collieries along the easier gradients of the valley floors. Subsequent heavy industry and the spread of modern colliery buildings railway sidings and spoil banks consolidated the riverside industrial belts. Residential settlement originated on the lower slopes of the hills above the collieries in communities which looked inward towards the local pit and were clearly separated one from another by the intervening ridges.

213. The ridges which separated the earlier communities are no longer the barriers to communication which they were two centuries ago, but they do divide the area into a number of natural drainage basins which determine the pattern of urban development.

214. The main urban block of Barnsley itself lies south of the River Dearne and is limited on its western side by a ridge line which runs mainly inside the borough but passes out of it at Mount Vernon (Worsbrough urban district) to the south and at Gawber (Darton urban district) in the north-west. Those parts of the county borough which lie beyond this ridge to the west still remain substantially undeveloped. Conversely, parts of other districts lying on the Barnsley side have been developed and it is here, and here only, that undeniable continuity of development with Barnsley

is to be found. These areas are at the places mentioned before, Gawber and Mount Vernon, and their addition would give Barnsley some 3,000 additional population.

215. It is possible to argue that the whole area of Worsbrough Bridge and Worsbrough Dale has some degree of continuity, but we are not convinced that it could properly be called substantially continuous with Barnsley. The intervening open land includes not only the Mount Vernon Hospital grounds and an open space (north-east of the A.61) which Barnsley themselves have regarded as green belt but also a farm unit. It is the intention of both the planning authorities concerned to preserve the partial break which occurs on the watershed.

216. In all other cases the physical break between the small urban communities and the town area of Barnsley is more definite still. The breaks are substantial in relation to the size of the developed areas claimed. Moreover there are other small urban communities beyond the claimed area, such as Shafton, Grimethorpe, Little Houghton and particularly in the Dearne valley, for instance Brampton and Wath upon Dearne, which are no more widely separated from the claimed settlements than they in turn are from Barnsley. In other words, the claim does not define an urban area which has any special degree of unity or internal coherence in the setting of the wider area of south Yorkshire.

217. We again examined the links other than physical between the claimed areas and Barnsley.

218. The 1951 census showed some 23,000 of the 38,000 workers resident in the eight urban districts travelling to work in other districts, but only 6,600 or less than 20 per cent of them to Barnsley. The National Coal Board have told us that recent travel to work in the collieries suggests that this pattern has not changed significantly: in July 1961, of some 6,500 miners living in the claimed areas and travelling to work in other districts only 15 per cent went to the Barnsley collieries.

219. Another relevant point emerges from a study of population changes in Barnsley and its neighbours in recent years. Most fringe areas into which county boroughs have "overflowed" have gained strikingly in population. Round Barnsley the picture is markedly different. Some of the claimed areas have suffered a net loss of population over the decade 1951-1961, and all but one have lost population by migration—that is to say they have increased in population by less than their natural increase. This suggests that migration from Barnsley (which just about equals natural increase over the decade) has been mainly to other parts of the country rather than into the areas round about. Table I in Chapter II and Map B show in greater detail the contrast between Barnsley and other county boroughs reviewed in this area.

220. It is true that the claimed districts are grouped round Barnsley and are truly urban in their developed parts, but the degree of continuity of building and the overall density of development seems to us to fall well short of what is required to justify the inclusion of them all in one county borough. The area would be greater than that of Liverpool or Manchester but would have a population of only 168,000 compared with Liverpool's

740,000 and Manchester's 655,000. Further, the communities in the claimed area are not mainly suburban in character: they are rather townships or villages in their own right, retaining in no small degree the independence of spirit and outlook so often found in miners' settlements. And while it can be said that by reason of industry pursued in common there is undeniable similarity between Barnsley and the claimed areas, the same is true of a still wider area, and Barnsley serves this area, as it does the claimed areas, as a centre for other purposes such as shopping and entertainment. But no one has suggested that these facts would justify the incorporation of this wider area in Barnsley.

221. As regards balance of advantage, Barnsley have not argued that an increase of population to 168,000 would strengthen their administration, although we think that view could be advanced. The claimed districts for their part could not in our view receive better county services from Barnsley than they do from the West Riding, though there would be added strength for the district services. Their rate burden would be much increased. They are unwilling to come in.

222. Thus looking at continuity of development and other links and at the balance of advantage we conclude that although there is a closer relationship between Barnsley and its neighbours than many towns have with their surrounding areas, they should not all be included in one county borough.

223. If Barnsley should not be substantially enlarged, the question whether it should stay as it is or be reduced in status (as proposed in our draft proposals) becomes again the main one for consideration.

224. On this we looked again at each of the main points. First, size—we repeat that with a population of 75,000 Barnsley is undoubtedly a long way below the statutory population figure for the creation of a new county borough, and all our work convinces us that that figure is certainly not too high. Many authorities have told us in some detail how they would be able to increase their administrative effectiveness by achieving a population figure well above 100,000. To use a yardstick we have employed elsewhere, Barnsley is nearer the 60,000 population, below which a municipal borough cannot normally expect to exercise even delegated county functions, than to the 100,000 population at which a presumption exists under the Act that such a borough, so far as population is concerned, is able to discharge the functions of a county borough. The size of the population of Barnsley must raise the question of status, though it is of course not in itself conclusive.

225. An allied question is whether the population of the borough is increasing, or likely to increase. Looking at the last ten years we cannot see any such tendency here, and if the population remains broadly static, that is as favourable a forecast as the present evidence justifies. Nor is there any such build up of population just across the boundaries as is found in many other cases.

226. As regards the resources of the area, under the new assessments Barnsley's total rateable value is £2,135,616, rateable value per head £28·5 and product of a penny rate £8,417. This does not much alter the comparative position of Barnsley as seen in our statement of draft proposals.

It is true that by reason of rate deficiency grants Barnsley will have average resources per head of population: on this point we merely note that there is no abundance of resources which might offset other handicaps.

227. We have then to look at the problems of Barnsley, as we are bound to do when considering what will be best for local government and for those whom it serves. Barnsley is not a depressed town, but it does have substantial environmental problems arising from the very fact of its active mining industry. The housing problems are such as we have mentioned earlier in this chapter⁽¹⁾. The burden of dealing with housing and other environmental problems will, it is true, fall mainly on Barnsley's shoulders whether it is a borough or a county borough. It is also a fact that many county districts round about have very similar environmental problems. What then is the bearing of this point on the issue before us? As we see it, the question is whether integration with the county and the support of a larger authority in county services will help Barnsley in dealing with its housing and environmental problems.

228. We think that it will, because of the heavy burden which Barnsley has to impose in order to provide county services on a generous basis under the present system. This is the point of our observation in the draft proposals that the costs of several services in Barnsley are high in comparison with county borough averages. We pay tribute to the generosity of, for instance, the health and welfare services in Barnsley, but with the further developments now in prospect in these services, the disparity of this burden is likely to increase if Barnsley is to carry on alone. The county's support would in our view help to avoid a position in which Barnsley might find that it could not carry out both environmental and personal services with full effectiveness. Despite its high expenditure we do not think Barnsley's services are any better than those of the West Riding County Council, and in some respects they are not as good.

229. We have also studied with care the information given at and after the conference about the education service, and we agree that on the main statistics it is comparable to other authorities similarly circumstanced, and to the county districts round about. We still think however that the education service in Barnsley, which is carried on amid considerable difficulties, would be greatly strengthened and supported by integration with the county.

230. We concentrate here on one or two points which seem to us of special importance. First, the environmental difficulties do lead in all such areas to difficulty in recruiting staff and in particular teachers, and keeping them in good heart. Here a much larger authority, though faced in some places with similar environmental problems, can bring some balancing factors to its aid—for instance, a wide variety of residential refresher courses within its own control, the moral and professional support of advisers and organisers in many subjects, the greater possibilities of transfer (temporary or permanent) within its service, a career structure of greater scope and the sense of belonging to a wider organisation. In these respects Barnsley stands, through no fault of its own, at a grave disadvantage in comparison with the county.

(1) The 1961 census shows that nearly 12 per cent of all households in Barnsley are housed at a density of more than one person per room, that 33 per cent are without exclusive use of a bath and 23 per cent without exclusive use of a water closet. These figures compare with 18 per cent, 27 per cent and 17 per cent respectively in the geographical county of the West Riding.

231. One statement in our draft proposals must be corrected—apparently it did not, as we stated, “recently take quite a long time to fill the post of Deputy Director of Education”. Barnsley also took pride in the number of top-ranking officers in local government who had gone out from Barnsley; quite rightly so, but there does come a point where turn-over of staff may be too rapid for the best interests of a service. According to details supplied to us by the council, in the three years 1960–62 the three administrative assistant posts in the Education Department were held by nine different incumbents. Such a rapid turn-over must have greatly diminished the help that a director can ordinarily expect from experienced administrative assistants.

232. On advisers and organisers Barnsley argued that in proportion to population they were better provided than the county. These things do not, however, work in proportion to population. The advantage of the larger authority is precisely that it can have a far greater range of such staff than the smaller authority at a cost which is slight in relation to the cost of the service as a whole. Even if the smaller authority could afford to employ a similar staff, there would not be full-time work for all of them.

233. We have, therefore, little doubt that to bring Barnsley within the county (where it would have the powers of an excepted district) would improve the range and character of its education service. The College of Technology and the two grammar schools in Barnsley are already jointly managed by the county and county borough: the step to more complete integration should not create difficulties, but rather prove a simplification.

234. In other county services also the close relationship between Barnsley and its neighbours, referred to above, suggests that obvious advantages should flow from integration in the county. All future bases of county services could be placed in the best position to serve the whole group of urban areas.

235. There was much argument on the financial effect of making Barnsley a borough in the administrative county. We have studied the various submissions and counter-submissions on this question. It was originally agreed between the Barnsley and West Riding treasurers that such a change would have caused the rate in Barnsley to fall by 2s. 2d. in relation to the estimates for 1961–62. At the conference Barnsley said that on actual expenditure for that year the figure should be 11·4d. But, they said, even this figure was unreal if account were taken of different standards of service and other factors: on this basis there would in fact be no financial advantage to them in a merger with the county but rather the reverse. It was not disputed on the other hand that the extension of Barnsley as proposed by them would involve a very substantial rate increase in the claimed area. As regards the county as a whole, it was not argued that any significant change in rate burden would result from either alternative.

236. There was further argument on paper about these figures, and we shall not attempt to name a figure of our own. Rates are affected by so many factors, including the payment of capital costs from revenue, the standard or quantum of service given, economies—and costs—of larger scale administration, that any figure must be in some degree conjectural. We remain of the opinion that the effect of making Barnsley a borough within the county

would be to make the rate burden within the borough less than it would otherwise be ; the effect of extending Barnsley would be substantially to increase the rate burden in the added areas ; while the change for the county as a whole would not be significant in either event. Thus there is nothing in the financial picture to contradict the conclusion we come to on general grounds, that Barnsley with its small population and limited resources would benefit by becoming a borough within the administrative county.

PROPOSAL

237. We accordingly propose that Barnsley should become a non-county borough in the administrative county of the West Riding of Yorkshire.

CHAPTER VII

Doncaster

DESCRIPTION OF AREA

238. Doncaster, the old Roman Town of Danum, gained its early importance primarily as a focus for communications, and as a market town serving a wide agricultural region. It stands at the crossing of the river Don by the Great North Road. The elongated shape of the town has been determined by the presence of a narrow sand and gravel ridge along which Doncaster has expanded in a north-east to south-west direction. This ridge is surrounded by flat "carrs" or fen lands which are expensive, and often difficult, to drain.

239. Two factors were responsible for the rapid expansion of Doncaster in the late nineteenth and early twentieth centuries: the advent of the railways, which brought to the town its large locomotive workshops, and the development of the concealed eastern part of the Yorkshire coalfield which finally led to so great a concentration of new deep collieries around the town that it has now become the administrative centre of the North East Division of the National Coal Board. Doncaster has attracted a wide range of industries—engineering (including the manufacture of mining equipment and tractors), wire, nylon, plastics and food manufactures.

240. Doncaster's excellent communications, which will be improved by the construction of the Yorkshire motorway and further work on the A.1, seem to favour steady economic growth, though in the last few years this expansion has not materialised and may be adversely affected by the coal mining environment. The Ford car assembly plant has closed down, and the total number of insured workers in the area has decreased by 2,200 (3 per cent).

241. When Doncaster became a county borough in 1927 its population was 58,000, but it now numbers 87,000 and in the county borough's town map is planned to grow to nearly 90,000 by 1971 and 98,000 by 1981. It has had three boundary extensions during the century—in 1914 when 3,136 acres were added, in 1936 when another 2,970 acres were added and in 1951 when a further 570 acres brought it to its present size of 8,371 acres. In contrast to Derby and some of the other large towns covered by this report, there has been no considerable movement of population across the boundaries, as there has been plenty of land within them both for council houses and for private building.

SUGGESTIONS OF DONCASTER COUNTY BOROUGH COUNCIL

242. The county borough council suggested that their area should be enlarged by the inclusion of the urban districts of Bentley-with-Arksey and Adwick-le-Street and parts of the rural district of Doncaster mainly to the east and west of the town. This, in 1959, would have increased its area to 24,250 acres, its population to 149,000 and its rateable value to £1,820,000.

243. The council said that although their population of 84,500 was lower than 100,000 this was offset by their comparatively high rateable value. The only disadvantage resulting from the size of the population was in the children's service, where there was not a big enough case load to justify all the provision that full efficiency would require.

244. Their claim for extension was put forward primarily on the ground that Doncaster and the areas claimed formed one urban and industrial unit. Doncaster was the main business, shopping, marketing, commercial, administrative, cultural, educational and entertainment centre and provided the necessary diversification of industry for the surrounding mining areas. The whole area, which was at present artificially divided and administered by several local authorities each dealing with similar problems, ought to be united in a county borough and made the subject of a single development plan. They were concerned to restrict residential sprawl in the outlying areas, they considered that industrial expansion should be centred on Doncaster and that the county council had over-provided for industry in the claimed areas, and they were opposed to the county council's green belt policy insofar as it sought to limit the growth of Doncaster in a north-easterly direction. The extension would lead to economy in the county borough's administration and benefit people in the claimed areas by sharing the generally higher standards of the county borough services.

IEWS OF OTHER AUTHORITIES

245. The county council opposed the suggestion ; in their view there was no shortage of land in Doncaster, which could accommodate some 105,000 persons within its present boundaries. They pointed out that the county borough council were seeking to absorb an area twice as large as the existing town: an area moreover which was separated by the river, almost wholly dependent upon mining and having no strong link or common interest with Doncaster. They saw no justification for including in Doncaster mining areas such as Adwick-le-Street and Armthorpe which were completely detached; even at Bentley-with-Arksey continuity of development with Doncaster was confined to a narrow belt around the bridge over the river. It was unlikely that extension would bring about economy in the county borough administration, for the additional cost of providing a complete range of services over an area of low population density would probably more than offset the increased revenue accruing to the council, who could not hope in any case to provide an education service as varied and extensive as that provided in the claimed areas by the county council.

246. The urban district and rural district councils also opposed the suggested extension and denied that Doncaster and the claimed areas constituted one urban unit. The claimed areas each had their own facilities and amenities and did not rely on Doncaster to the extent suggested. Doncaster could hardly provide better services than they were already getting, and probably their ratepayers would have to pay more and at the same time have less representation on the Doncaster council than they had on their district councils. Bentley-with-Arksey Urban District Council emphasised that theirs was a mining community, and that the river Don with its washlands was a considerable barrier between Doncaster and Bentley.

Adwick-le-Street Urban District Council stated that they were physically separate from both Bentley and Doncaster. Both urban district councils considered that they had more in common with each other than with Doncaster, and they had discussed the possibility of amalgamating, though they decided against it. Doncaster Rural District Council considered that the county borough council had advanced no valid reason for extending their boundaries, and had paid little attention, if any, to the factors set out in the Local Government Commission Regulations, 1958. The areas which were being claimed from the rural district were communities which were either self-contained or had closer links with other parts of the rural district than with Doncaster.

247. The proposals aroused a good deal of opposition in the rural district. All the affected parish councils objected and said they were well satisfied with their present three-tier system of local government. We also received petitions opposing the extension signed by 677 people in the parish of Barnby Dun with Kirk Sandall and 2,497 in the parish of Sprotbrough.

DRAFT PROPOSALS

248. In our statement of draft proposals we said that development had taken place in the rural district near the eastern boundary of the county borough in the parishes of Barnby Dun with Kirk Sandall, Edenthorpe and Armthorpe. About a quarter of a mile from the boundary in the parish of Barnby Dun with Kirk Sandall there was a large glass works (the Pilkington works) which had received planning permission for a considerable extension. The land between the glass works and the county borough was owned by the county borough council for industrial use and it seemed likely that development in this area would eventually join the industrial area inside the Doncaster boundary. Nearby, development was spreading south from the village of Kirk Sandall and would soon join that in the village of Edenthorpe. All this development, both industrial and residential, had strong links with Doncaster and we proposed that it should be included in the county borough. We did not, however, think that there was a sufficient case for including the village of Barnby Dun to the north or the mining community of Armthorpe to the south.

249. South-west of Doncaster, development in Warmsworth parish was continuous with and similar in character to that in Doncaster and we thought that this should be included in the county borough. The old village of Sprotbrough, however, lay to the north of Warmsworth and was separated from it by undeveloped land and the river Don. We did not think that this village should be included in Doncaster.

250. Bentley-with-Arksey urban district was on the other side of the Don. It was linked to Doncaster by a road bridge and there was some development near the bridge, but elsewhere the river and its washlands separated the two communities. There were some affinities between them, but Doncaster, as well as being the centre of the South Yorkshire coalfield, was also a manufacturing town, whereas Bentley-with-Arksey was essentially a mining community, and the greater part of its working population was employed in the district or the surrounding county districts. We considered that there was not a strong enough case on grounds of physical continuity for including Bentley-with-Arksey in Doncaster and that the balance of

advantage lay in leaving it within the administrative county ; we suggested, however, some small adjustments to the existing boundary to make it coincide with the river Don.

251. Adwick-le-Street urban district was separate from both Bentley-with-Arksey and Doncaster and there was no case for its inclusion in Doncaster. (Urban development in and around Doncaster is shown on Map E.)

REACTIONS TO DRAFT PROPOSALS

VIEWS OF DONCASTER COUNTY BOROUGH COUNCIL

252. The council asked us to consider again their original suggestions for more substantial extensions to the county borough. They recognised that our proposals would raise their population to 100,000 by 1971 but said that this had not been their aim ; if it had been, they need not have suggested the inclusion of Adwick-le-Street.

253. Their claim was based essentially on the close ties and strong community of interest between the people of the whole area. These links were illustrated by journey to work movements, the large numbers of passengers carried on the corporation's public service vehicles on routes through or originating in the claimed areas, and the fact that the inhabitants of the surrounding districts looked to Doncaster, exclusively or mainly, for the services of professional people such as solicitors, accountants, architects, valuers, dentists and opticians. Doncaster was also the cultural centre of the area.

254. As for the areas on the other side of the river Don, the council did not regard the river as an obstacle, for its washlands were tantamount to an extension of the river to accommodate floods, and beyond them the built-up parts of Sprotbrough and Bentley-with-Arksey were continuations of the county borough. While the old village of Sprotbrough was on the far side of the Doncaster by-pass, the new development was largely a dormitory for Doncaster. Nor was it correct to say that Bentley-with-Arksey was essentially a mining community, for only 25 per cent of the employed population worked at the colliery, and the county handbook stated that Bentley was " a growing industrial town ".

255. They had said that subject to satisfactory draining of land the capacity of the present county borough was 105,000, but they now pointed out that the cost of developing low-lying land might be prohibitive, and it should not be assumed that a population of 105,000 would, in fact, be accommodated within their present boundaries. The council's view was that with a freer issue of industrial development certificates they would be " bursting at the seams " by 1973, although they admitted that the Board of Trade's present policy was not to give these certificates readily in Doncaster and at present there was no sign of a change of this policy. They reiterated their favourable position in rateable resources as compared with the surrounding county districts and denied that approval of their own claim would improve their financial position at the expense of their neighbours.

VIEWS OF THE URBAN DISTRICT COUNCILS

256. Both urban district councils accepted the draft proposals, and opposed Doncaster's renewed claims on their areas.

257. Adwick-le-Street Urban District Council said that Doncaster had not attempted to show in any detail a case for the inclusion of their district in the county borough. What had been said by Doncaster in general terms was no different from what could be said of many other towns surrounded by a number of urban areas. Doncaster was the regional centre and therefore catered for the surrounding areas in many ways, but that was no reason for including those areas in a local government unit with Doncaster.

258. Bentley-with-Arksey Urban District Council emphasised that their district was separated from Doncaster by the river Don, which constituted a natural dividing line. There were obvious affinities between Bentley and Doncaster, but Bentley still remained a mining community with its own interests ; this had not been altered by the industrial development and increase in population which had occurred in the district.

VIEWS OF DONCASTER RURAL DISTRICT COUNCIL

259. The council opposed our draft proposals and Doncaster's renewed claims. They regarded our proposals as an unjustified attempt to bring the population of the county borough within reach of 100,000 without due regard to regulations 7 and 11. The 550 acres added to the county borough in 1950 was still undeveloped. The parishes which we proposed to add each had a strong community sense and enjoyed high standards of services and amenities. There would be no balance of advantage in the proposed changes, either to the parishes or to the county borough. On the contrary, the proposals would produce a lop-sided county borough and no coherent local government pattern.

260. The council submitted that there was no continuity of development between Doncaster and Kirk Sandall, nor any links other than those which could be expected between any town and the adjoining areas. Kirk Sandall was primarily a glass-making community and had no strong industrial links with Doncaster, as there were no similar industries in the county borough. Nor had the inhabitants strong ties with the town. A recent survey taken by the parish council revealed that of the 91.5 per cent of householders who replied, 82 per cent worked in the West Riding (74 per cent at the Pilkington works within the parish) and only 6.6 per cent in Doncaster. The survey also showed that apart from weekly shopping, the inhabitants of Kirk Sandall made remarkably little use of facilities in Doncaster, and that an overwhelming number of the inhabitants were against inclusion in the county borough. The council disagreed with our prediction that Pilkington's glass works would eventually be joined to the industrial area inside Doncaster. Although the intervening land was owned by the corporation for industrial development, it had been allocated as green belt in an amendment to the development plan which had been submitted to the Minister of Housing and Local Government by the county council. To work on the basis that this area would be developed would be to pre-judge the Minister's decision. It was doubtful whether the glass works would be extended in the foreseeable future. However, even if the industrial belt were to extend from Doncaster to the glass works in Kirk Sandall, it was neither necessary nor desirable for it all to be included in the county borough.

261. Regarding Edenthorpe, the council maintained that at no point was there any continuity of development, nor did the development plan provide for such development. Indeed the county council's green belt proposals divided this parish from the county borough. A survey had also been taken by Edenthorpe Parish Council which showed that of the 88.5 per cent of householders who had replied, 44.4 per cent worked in the West Riding, and 41.1 per cent in Doncaster. If Pilkington's works were extended, the proportion working in their home area would increase. As with Kirk Sandall, the survey also revealed little use of Doncaster's facilities, other than shops, and overwhelming opposition to transfer to Doncaster.

262. As regards Warmsworth, the council accepted that there was continuity of development with Doncaster but at first denied that there were also the closer and more special links mentioned in the regulations. A parish council survey showed that of the 91 per cent of householders who had replied, 47.6 per cent were employed in the West Riding and only 42.9 per cent in Doncaster and that, in common with the other parishes, there was overwhelming opposition to incorporation in Doncaster. At the conference the council said that the Doncaster by-pass had divided the parish and they agreed that the residents on the Doncaster side had closer links with the county borough; 67 per cent of them were employed in Doncaster. Of the people who lived west of the by-pass, only 39 per cent worked in Doncaster whereas 51 per cent worked in the West Riding, mainly at stone quarries and Edlington Colliery. The council thought that as this western part of the parish had now been cut off from the remainder by the by-pass, its ties with Edlington might be strengthened, although they also said that the land between Warmsworth and Edlington had been allocated as green belt. They suggested that the part of Warmsworth east of the by-pass might be included in Doncaster but that the rest should stay in the rural district.

VIEWS OF THE WEST RIDING COUNTY COUNCIL

263. The council opposed Doncaster's renewed claims, which they thought quite unjustifiable, and also our draft proposals. They agreed with the district council that Kirk Sandall was largely a self-contained glass-making community having few ties with Doncaster. Both Kirk Sandall and Edenthorpe were physically separate from the county borough and the county council's green belt proposals were designed to secure that they remained so. So long as the Minister supported the county council's view there would be no possibility of link-up of development. The county conceded that there was a case on grounds of continuity for including Warmsworth in the county borough, but urged us to consider seriously the overwhelming expression of local opinion against our proposal.

RECONSIDERATION OF DRAFT PROPOSALS

264. We have looked again at our draft proposals in the light of the conflicting views expressed on them by Doncaster on the one hand and the county authorities on the other. We deal first with Doncaster's renewed claim for more substantial extensions to the county borough. Bentley-with-Arksey developed as a mining settlement, and mining is still its most important industry. One in four of the employed men in the district is

a miner, and the largest single employer is Bentley colliery with about 2,300 workers. There are also other sources of local employment; two manufacturing firms, for example, which between them employ nearly 1,800 people, and local service industries. Admittedly Bentley is nowadays by no means self-contained for employment and many of its inhabitants work in Doncaster—the proportion of the employed population who did so in 1951 being nearly 40 per cent. There is, therefore, some ground for considering the inclusion of Bentley in Doncaster. Yet Bentley is physically separated from Doncaster not only by the river but also by the washlands, which are never likely to be built on, and this patent separation, coupled with the fact that Bentley still keeps much of its own identity as a community, points the other way. Nor do we find a strong case on grounds of social balance or land need for bringing this area in. As we remarked at the beginning of this chapter, Doncaster has not lost population by emigration as many county boroughs have—see Table I in Chapter II. We conclude that it was right to leave Bentley in the county. This conclusion means leaving out Sprotbrough also (even though the Town End area of Sprotbrough may be more of a suburb than Bentley) for it is physically linked with Bentley; and it also means leaving out Adwick-le-Street, which lies on the side of Bentley away from Doncaster.

265. We turn now to the areas which we suggested in our draft proposals should be added to Doncaster. We note that the West Riding County Council conceded that there was a case on grounds of continuity for including Warmsworth in Doncaster, and that even the district council accepted that the part of the parish east of the by-pass might be included. There is no doubt in our minds, following our visits to the area, that Warmsworth is substantially a continuation of the town area notwithstanding the construction of the by-pass (which runs in a cutting under the main link-road). Moreover Doncaster Rural District Council themselves referred to a survey undertaken by the parish council which showed that of 91 per cent of the householders in the area, 42.9 per cent worked in Doncaster as against 47.6 per cent in the West Riding. It is plain, then, although this is not the inference which the district council wished to be drawn, that Warmsworth resembles Bentley in being to a considerable extent a dormitory for Doncaster. Only, whereas Bentley is a place with a character and interests of its own and in addition is a dormitory for Doncaster, the old village of Warmsworth has lost its distinctive character owing to the more recent development round it. Today Warmsworth is not a separate community in the way in which Bentley still is; much of its development constitutes the outward growth of Doncaster with which it is continuously developed on a broad front.

266. The rural district council also suggested that Warmsworth, excluding the small part east of the by-pass, would forge stronger links with Edlington than with Doncaster. We recognise that the parish looks partly to Edlington where many of its inhabitants work in the mines, but we also note that the county council's green belt proposals are intended to prevent any physical links between Warmsworth and Edlington. This is in marked contrast with Warmsworth's substantial continuity of development with Doncaster. This physical link and the character of the development, together with the substantial proportion of people who work in the town,

confirm us in our view that Warmsworth should be included in the county borough. We have not overlooked the wishes of the inhabitants, but that is only one of the factors we are required to take into account and it does not, in our view, outweigh the arguments for joining Warmsworth with Doncaster. We do not believe that such a step need in any way damage the community activities in Warmsworth.

267. As for Kirk Sandall, we had predicted that Pilkington's glass works in Kirk Sandall would eventually be joined to the Doncaster industrial area by the development of the intervening land, since this was partly owned by the Corporation for industrial use. This prediction was contested on the ground that this intervening land had been allocated as green belt in an amendment to the development plan which had been submitted to the Minister. In fact the Minister has now announced his intention of excluding this land from the green belt. He has not, however, pronounced in favour of its development but wishes to leave it unallocated. In view of this announcement we do not consider ourselves any longer entitled to hold that the land is likely to be developed. Moreover the result of the parish council's survey shows that Kirk Sandall is not a dormitory for Doncaster. We therefore conclude that it ought not to be put within the Doncaster boundary. Edenthorpe, though partly a dormitory for Doncaster is becoming physically linked with Kirk Sandall rather than with the county borough, and we think that this area too should remain outside Doncaster.

PROPOSAL

268. We therefore propose that Doncaster should be extended to include part of Warmsworth parish in Doncaster rural district. The county borough, with boundaries as shown on Map 4 and further described in the schedule contained in Appendix 6, would have an area of 8,700 acres, a population of 90,000 and a rateable value of £3,730,000.

CHAPTER VIII

Rotherham

DESCRIPTION OF AREA

269. The county borough of Rotherham lies in the valley of the river Don at its confluence with the river Rother and immediately north-east of the city of Sheffield. Their common boundary runs through a solidly built-up area, passing irregularly through industrial properties. To the south and east of Rotherham are four main areas of development. In the south private and rural district council housing at Brinsworth and Whiston abuts on Rotherham's southern boundary. This area is dormitory to both Rotherham and Sheffield. To the east, development is continuous from the county borough boundary along the Maltby road (A.631) and includes the communities of Listerdale, Wickersley and Bramley. Extensive private development is consolidating the Wickersley/Bramley area and this is planned to extend to include the mining community of Sunnyside. To the north, a further finger of development extends along the Doncaster road (A.630) and includes the communities of Dalton, Whinney Hill and Thrybergh, which similarly are joined by continuous development with Rotherham. Immediately south of Dalton, the county borough's East Herringthorpe estate extends across the boundary and abuts on the village of Dalton Parva. The two eastward spurs of development are separated by a sparsely populated area of good farmland around the hamlet of Dalton Magna which is itself isolated from Rotherham by the deeply incised valley of the Dalton Brook. North of the Doncaster road are the vast works of the Park Gate Iron and Steel Company, lying mostly in Rawmarsh, partly in Rotherham. Rawmarsh urban district itself is set like a wedge in Rotherham's north-eastern boundary. North of Rawmarsh and Rotherham the parishes of Wentworth and Brampton Bierlow (which form a detached part of Rotherham rural district) are part of a pleasant area of open country which the West Riding propose as a green belt to separate Rotherham and Rawmarsh from the colliery towns of the Dearne Valley.

270. Rotherham has a long industrial history based upon the exploitation of local resources of coal and iron, but the present town is the result of expansion following the Industrial Revolution. The major industry is that of heavy steel production (as distinct from the cutlery and other special steels of Sheffield) and is supplemented by the manufacture of other metals, coal mining, heavy engineering and chemicals.

271. Rotherham was incorporated as a borough in 1871, and created a county borough in 1902, when its area was 5,996 acres. Adjustments were made to its boundaries in 1919, 1921 and 1936 and its area is now 9,255 acres. Its population is 86,660 and according to the development plan this may well grow to 92,000 by 1971 and 97,000 by 1981.

SUGGESTIONS OF ROTHERHAM COUNTY BOROUGH COUNCIL

272. The council suggested the extension of the boundaries of Rotherham to include the whole of Rawmarsh urban district, nearly half of Rotherham rural district and a small part of Wortley rural district. This extension would have increased the 1959 population by 50,315, the area by 14,758 acres and the 1959 rateable value by £475,146.

273. The council contended that in framing their proposals, their primary concern had been to bring within the county borough those areas which, insofar as they were already built up, were continuations of the town area, and were inhabited by people who looked mainly to Rotherham for work, shopping and entertainment. The extension would benefit people inside the existing boundaries by making the provision of services more economical and effective. In education particularly the council would be able to develop a wider variety of institutions and provide teachers with better prospects of promotion, and would no longer have to rely over-much on other agencies for training teachers already employed. People in the claimed areas would benefit from having easy access to the centre from which all local government services would be administered, and to the elected representatives.

274. In detail, the council asserted that Rawmarsh resembled Rotherham in being predominantly a steel town. Its largest works were those of the Park Gate Iron and Steel Company Limited which were situated in the southern part of the urban district, and abutted on the Rotherham boundary, drawing workers both from Rawmarsh and from Rotherham. A major reconstruction of the Park Gate Works was being undertaken in the Aldwarke area of Rotherham, immediately to the east of the present works between the urban district and the River Don. When this was complete, the old and new works would lie astride the Rotherham/Rawmarsh boundary, and would also extend across the Don into the claimed part of Rotherham rural district. There would be some advantage in having the works wholly in one authority's area.

275. As regards the other developed areas included within their claim, the council asserted that Thrybergh, Bramley, Wickersley and Whiston contained dormitory areas largely for Rotherham people, while Brinsworth was a dormitory area for Rotherham and Sheffield. The areas of undeveloped land were claimed in order to find satisfactory boundary lines. This involved including within the county borough the parish of Wentworth and the whole of the village of Thorpe Hesley, a colliery village lying partly in Rotherham and partly in Rotherham and Wortley rural districts. The council needed land to the south-east of Thorpe Hesley for housing.

VIEWS OF OTHER AUTHORITIES

276. The county council agreed that the boundary between Rotherham and Rotherham rural district was probably capable of improvement, particularly in the Whiston area, but they thought that the proposal as a whole was far-fetched. Even with the addition of the claimed areas Rotherham

would not be able to provide services of the quality of those provided by the county council. People in the claimed areas would probably suffer an increase in rates of between 4s. and 5s. in the pound, for Rotherham's rateable value per head would drop from £13.55 to £11.89, so that any reduction in the current Rotherham rate was unlikely. The extended Rotherham would be the eighth largest county borough in England and Wales but lowest but two in density.

277. As regards Rawmarsh, it was a commercial and industrial unit separate from Rotherham. It depended largely on the Park Gate Iron and Steel Works, which were undergoing considerable reorganisation and rebuilding down the Don Valley towards Mexborough. Because of the strengthening of the industrial links of Rawmarsh in that direction, the urban district could not be regarded as in any way an appendage of Rotherham. Development of the Park Gate works would be facilitated if, as Rawmarsh Urban District Council suggested, land at Aldwarke where the new works were being built were to be transferred to Rawmarsh from the county borough.

278. As for Thorpe Hesley, the right course would be to transfer the village with its surrounding area to the county.

279. Rawmarsh Urban District Council contended that there was no evidence to suggest that the county borough would be more effective if extended, while inclusion would confer no benefits upon Rawmarsh, since the services would not be improved and rates were likely to be increased.

280. They said that Rawmarsh urban district was a compact, convenient, efficient and economic unit of local government, which had little dependence on Rotherham for local government services; it looked rather towards Wath-upon-Deane and Swinton and amalgamation with those districts had been discussed. Nevertheless Rawmarsh was a community on its own with its own employment and facilities, physically marked off by the river Don to the east and an industrial belt to the south; this belt was already a mile wide and would be increased to 1.3 miles as a result of slum clearance, the effect of which would be to move the population further away from Rotherham. It resembled the industrial belt between Rotherham and Sheffield, but there was only one road connecting Rotherham and Rawmarsh, whereas there were many roads connecting Rotherham with Sheffield. It was as effective a barrier as a green belt.

281. It would be more reasonable to transfer from Rotherham to Rawmarsh the Aldwarke area where the Park Gate Works were being reconstructed. Park Gate was a Rawmarsh firm, most of whose workers came from Rawmarsh, and its redevelopment would be facilitated if the old and the new works were in the area of one authority. The river Don would provide a most natural and effective boundary. They also proposed that the works of the South Yorkshire Chemical Company should be transferred from Rotherham to Rawmarsh. Access to it was by way of Rawmarsh; the majority of its workers were from Rawmarsh, and it was regarded locally as a Rawmarsh firm.

282. The council did not, however, deny that the county borough might with advantage, if it were to remain a county borough, serve a somewhat larger population. They suggested that Rotherham's 1971 population

might be built up to between 100,000 and 120,000 by transferring parts of Rotherham rural district, for the most highly populated areas in these parts of the rural district were built-up residential areas, urban and not rural in character, forming a continuation of the residential areas of the county borough, and their inhabitants were now mostly Rotherham people who looked to Rotherham for employment, main shopping and entertainment.

283. Rotherham Rural District Council conceded the need for some minor adjustment of the boundary of the rural district with Rotherham, particularly in the Whiston area, where it divided properties, but emphatically disagreed with the majority of the statements made by Rotherham County Borough Council and, as regards their area, by Rawmarsh Urban District Council. The main part of the district, comprising fifteen parishes, lay to the south and east of Rotherham. No doubt many of the inhabitants made considerable use of the nearby towns of Rotherham, Sheffield and Doncaster (and to a lesser degree, Wombwell and Barnsley) for their shopping and amusements, but there was also a very decided communal life within the parishes themselves. Most of the parishes had their parish halls, working men's halls, institutes, recreation grounds and other social centres and great use was made of these. The local civic life was also strong within the parishes, most of which had active and virile parish councils. The majority of the parishes were well provided with shopping facilities and in some cases cinemas. Practically all had excellent primary schools, library services and health and welfare services provided by the county council.

284. The suggested extension of Rotherham would mean the virtual end of the fifth largest rural district in the country, with a record of administration that would bear comparison with any other comparable authority in England, and bring about a serious dislocation of education services.

285. Wortley Rural District Council objected to the loss of the part of Thorpe Hesley not already in the county borough, declaring that Thorpe Hesley was a typically rural village without any special connections with Rotherham.

DRAFT PROPOSALS

286. In our draft proposals, we pointed out that Rawmarsh urban district made a large indentation in Rotherham's northern boundary. A wide belt of industry linked the two areas giving them an economic and industrial community of interest. These links would be strengthened when the Park Gate Iron and Steel Company, whose plant was in Rawmarsh, extended into the Aldwarke area of Rotherham. Rawmarsh was a small urban district with a present population of less than 20,000, and the two extensions suggested by the urban district council would add industrial areas with little population. The council had told us that they had discussed amalgamation with Wath-upon-Dearne and Swinton urban district councils; these two districts were, however, separated from Rawmarsh by part of a proposed green belt and were mainly mining areas belonging to the South Yorkshire Coalfield. Rawmarsh, on the other hand, was physically continuous with Rotherham and, like Rotherham, was a steel producing town. We, therefore, thought that the balance of advantage lay in including the built-up part of the urban district in Rotherham county borough.

287. East of the county borough, in Rotherham rural district, the residential areas of Dalton, Whinney Hill and Thrybergh were substantial continuations of the town area and had many links with it. Immediately south of Dalton, a county borough council housing estate extended across the boundary as far as the village of Dalton Parva. Further to the south, housing was virtually continuous from the county borough boundary into Listerdale, Wickersley and Bramley. All these areas were dormitories for Rotherham and we thought they should be included in the county borough. Many houses were being built at Wickersley and Bramley and this development would eventually spread as far as the mining community of Sunnyside. The boundary we proposed would include both existing and future development. Further south, Whiston and Brinsworth were dormitory areas where development was continuous with that in the county borough: we thought all these areas should be included in Rotherham.

288. On Thorpe Hesley, we said that if the extensions now proposed to the east and south of Rotherham were adopted, more land would become available for development, and the case for large-scale development at Thorpe Hesley would be altered and might well disappear. The Thorpe Hesley area would, in those circumstances, not be an essential part of the county borough and could well be added to the proposed green belt to the north-west. We, therefore, suggested its transfer to the West Riding.

289. Neither Rotherham nor Sheffield county borough councils had suggested that Rotherham and Sheffield should be combined, but we had nevertheless felt bound to consider whether such an amalgamation would be in the best interests of local government for either or both areas. Their development was continuous, they were both steel towns, and Sheffield's sphere of influence as a regional centre obviously included Rotherham. On the other hand, there was not as much interchange of workers between the two towns as their proximity would suggest, and both showed a marked independence in their local government and community life. Sheffield was obviously large enough to be an effective county borough, and so would Rotherham be, if extended as we suggested. In these circumstances we had not thought it necessary to pursue this matter further.

290. We had also considered the boundary between Rotherham and Sheffield, which followed the twisting course of the Blackburn Brook and resulted in some anomalies. We thought that a better boundary could be found in the north-east, but the two authorities had said the present boundary did not create practical difficulties, and we were reluctant to propose minor changes merely for the sake of tidiness. We, therefore, made no proposals for altering the boundaries at that stage, but said that we should welcome any further views the authorities might wish to offer.

291. We therefore proposed that Rotherham county borough should be extended to include the greater part of Rawmarsh urban district, most of the parishes of Brinsworth, Dalton and Wickersley and parts of the parishes of Bramley, Thrybergh and Whiston, all in Rotherham rural district, and that the Thorpe Hesley area should be transferred from Rotherham county borough to the administrative county of the West Riding of Yorkshire. The county borough would, on this basis, have had an area of 14,300 acres, a population of 130,000 and a rateable value of £1,638,000.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF ROTHERHAM COUNTY BOROUGH COUNCIL

292. The county borough council expressed general satisfaction with our draft proposals, except for the proposal to transfer the village of Thorpe Hesley to the county and the omission from the county borough of practically all the undeveloped land lying between the suggested boundaries and the lines of the proposed motorways to the south and east of Rotherham.

293. In their opinion our boundary line had been drawn so tightly round the existing development in the proposed added areas that the natural future expansion of these areas would be prejudiced and there would be no surplus for the future expanding population in the present area of the county borough. We had supposed that if the extensions to the east and south of Rotherham were adopted, more land would become available for development and the case for large scale development at Thorpe Hesley would be altered and might well disappear, but in fact without this land there would be a shortage of land by 1981 for 2,250 dwellings within the county borough, which might be reduced to 1,600 dwellings by building in the part of the rural district proposed for inclusion. They would therefore be driven to build in the Thorpe Hesley area, whether it were still in the county borough or not. If Thorpe Hesley were to stay in the county borough, it would seem sensible to undertake a slight extension by incorporating the whole village, and a further westward extension of the boundary to the M.1 motorway would seem to follow.

294. To the south and east, the boundary line proposed by Rotherham, namely the proposed motorway, seemed to them to be more satisfactory. Our line excluded some adjacent areas proposed by the county council for further possible development at Whiston. It also excluded the sewage works serving Bramley and land used for the disposal of refuse from Bramley, Dalton and Sunnyside. By following the motorway, these difficulties could be removed.

295. To the north of the Bramley area, where the motorway did not provide a convenient boundary, they objected to the omission of Silverwood Colliery, which drew its manpower almost entirely from the area within the proposed county borough and to some extent from the present county borough. A reasonably convenient extended boundary might be along the mineral railway by way of Ravenfield village, to its intersection with the motorway near Braithwell Common.

296. Representatives of Sheffield and Rotherham had discussed their common boundary. They had agreed that it would be better if the present boundary remained unchanged, except that the Sheffield sewage works at Tinsley, part of which lay within Rotherham, should be wholly within Sheffield.

VIEWS OF THE WEST RIDING COUNTY COUNCIL

297. The West Riding County Council recognised that some development had spread to the east and south-east beyond the borough boundary, and in certain places, had linked up with development in the rural district, with the result that Dalton Parva, Listerdale and parts of Whiston and Brinsworth could be regarded as continuous with Rotherham. They were,

however, of the opinion that the proposed extension of Rotherham to the east was not justified, particularly in the direction of Wickersley, Bramley and Sunnyside. In any case our proposed boundary had been rendered obsolete by a review of their development plan (which we had not seen), and would run through the middle of what was intended to be a built-up area. The choice therefore lay between adopting the motorway as the boundary, as the county borough council suggested, or adopting a line proposed by themselves running from the Sitwell Park Golf Course to Thrybergh, which would bring into Rotherham only limited fringe areas. If the line went to the motorway, the rural district would no longer be viable and the county's education services in this area would be disorganised.

298. Rawmarsh was a commercial and industrial unit separate from Rotherham, having a stronger affinity, in the county's view, with other districts to the north than with Rotherham. It would be possible to create a strong county district of approximately 50,000 population in this part of the West Riding by the amalgamation of Rawmarsh, Swinton and Wath. The Park Gate Iron and Steel Works were undergoing considerable reorganisation and redevelopment was taking place not only into the Aldwarke area of Rotherham but also down the Don Valley towards Mexborough. These works would form a barrier rather than a link between the two areas with people going to the works from both but not crossing the works. The county council, therefore, supported the revised counter-proposals submitted by Rawmarsh, so as to bring the whole of the works within the urban district. They similarly supported the revised line suggested by the district council further north. This would leave a clear break in the development between Rawmarsh and Rotherham, which seemed adequate to warrant the retention of the separate identity of Rawmarsh from Rotherham, especially bearing in mind that we had declined to unite Rotherham with Sheffield, despite the marked continuity of development between them.

299. As regards Thorpe Hesley, they agreed that this area should be included in the green belt, though the Minister by approving the Rotherham Town Map had favoured the county borough's proposal to develop it for housing. They did not want to deprive the county borough of housing land, but they believed that more areas were available for development in Rotherham than the county borough council realised. The County Mining Engineer's report suggested that extensive development was now possible at Greasbrough: they would place the report at the disposal of the county borough council, and we would be informed of the outcome.

VIEWS OF ROTHERHAM RURAL DISTRICT COUNCIL

300. Rotherham Rural District Council also opposed the draft proposals. They did not accept that certain of the parishes to the east of Rotherham, which we had proposed including within the county borough, were largely dormitories. In their view, these areas had a marked independence in their local government and social life, and were in no way dependent on Rotherham for their social and recreational activities. Furthermore, they stressed the disastrous effect of the draft proposals on Rotherham rural

district, and remarked that under regulation 11(c) we had to consider the balance of advantage of the change, having regard to the interests of the inhabitants of the county borough and the county district and the effect on the local government organisation of the county and the county districts remaining in it. They pointed to widespread opposition to the draft proposals from the inhabitants of the rural parishes affected, who did not consider they would get better services and might have to pay more for them. If we thought that Rotherham county borough was unable, with its present resources, to provide services of the necessary standard, we ought to recommend making it a non-county borough. In any event, they thought that the boundary had been set much too far to the east and south of the county borough and that a great deal of territory had been included which was still predominantly rural in character.

VIEWS OF RAWMARSH URBAN DISTRICT COUNCIL

301. Rawmarsh Urban District Council also vigorously opposed our draft proposals. Rawmarsh, they said, was physically separated from Rotherham, largely by water, but also on the west by a strip of green belt land. It was a distinct community, and an effective unit. It looked northwards rather than towards Rotherham, and the industrial belt was a separating factor, not a unifying one. Rotherham, they said, should make much more intensive use of the land already within their boundaries; this would remove their need for land in other areas. No improvement of services would result from a transfer of Rawmarsh to Rotherham, rather the reverse.

302. Rawmarsh put in two revised counter-claims for 75 acres (the South Yorkshire Chemical Works) and 240 acres (the Park Gate Company's development area west of the river Don) and explained that their object was to obtain a better boundary and to give the urban district additional rateable value.

303. Rawmarsh were prepared to consider amalgamation with Swinton and Wath-upon-Deane urban districts at the county review, giving a population of 50,000. In a referendum of June 1960, 97 per cent. of the votes cast were against merger with the county borough. The draft proposal for Thorpe Hesley, however, met with their approval.

VIEWS OF THE PARISH COUNCILS

304. The parish councils affected objected to our draft proposals and protested that their parishes were not dormitories of Rotherham. Dalton Parish Council stated that only a fifth of their working population were employed in Rotherham, not counting the East Herringthorpe Estate, for whose incorporation in Rotherham there was admittedly some case. Thrybergh Parish Council said that twenty years previously their people used to work mainly at Silverwood Colliery, but now they went further afield, not wholly to Rotherham. Wickersley Parish Council declared that many of their people worked in Sheffield, Doncaster, the collieries at Maltby, Thurcroft and Silverwood and at the Park Gate Iron and Steel Company's works. Bramley Parish Council stated that 35 per cent of their people worked in Rotherham, the rest in Bramley, Maltby, Silverwood and Thurcroft. Whiston Parish Council denied that Whiston was a dormitory of Rotherham—"there are lots of people who have removed from the

borough to the parish simply because it is a more residential area and also because the services rendered are comparable with those offered in the borough". Brinsworth Parish Council likewise denied that Brinsworth was a Rotherham dormitory, declaring that the newcomers "have come from Sheffield, Rotherham and all round the area to live in the houses that have been built in Brinsworth and they say 'we consider rates most of all'".

RECONSIDERATION OF DRAFT PROPOSALS

305. Thorpe Hesley, which is a projection of the existing county borough, is still largely rural, and is separated from the town area of Rotherham by a considerable tract of open land. There would, however, be no point in its being transferred to the county, if the county borough council still had to build houses there, even though it appears now that as a result of shallow underground mining and recent opencast working, the number of houses which could be built would be much less than originally indicated in the Rotherham development plan. Elsewhere in Rotherham the position turns out to be that the revised development plan of the county borough now submitted to the Minister includes 280 acres of the 371 acres at Greasbrough which the County Mining Engineer had suggested should be used for housing. The county borough propose to build 3,550 dwellings on these 280 acres and had allowed for this development in arriving at their estimate of land shortage for 1,600 dwellings by 1981 previously submitted to us. The balance of 91 acres suggested at Greasbrough by the mining engineer is in three parcels, but some of it is low-lying or intended for other uses; on the other hand, there are further small areas totalling 86 acres of white land in other parts of the county borough which Rotherham said could be used if the need arose. There is therefore no material difference between Rotherham and the county on land available for housing in the borough. Even so, we accept that the county borough may be marginally short of housing land by 1981 without Thorpe Hesley, unless the boundary of Rotherham is extended elsewhere further than we suggested in our draft proposals; for both Rotherham and the county were agreed that the undeveloped land around Dalton Magna between the two eastern spurs of development should remain in agricultural use.

306. The county council pointed out to us that our proposed line to the east of Rotherham was untenable, as development had occurred or was planned across and beyond it, and that therefore we must either go right out to the motorway, as the county borough council had suggested, or else draw back to the line suggested by themselves. Their own line would transfer to Rotherham only Dalton Parva, Listerdale, Whiston and Brinsworth, which they conceded were continuations of the town area, and would leave out the parishes of Bramley, Wickersley and Thrybergh, which they did not concede to be continuations of the town area. Yet these three parishes, while not entirely dormitories of Rotherham, will become so increasingly as more houses are built there for people from Rotherham, a process which would not be arrested by adopting the county council's line. The future pattern of development according to the latest plans is shown on Map F. To go out to the motorway, which is at least a well-defined boundary, would have the advantage of bringing in this dormitory development, which is desirable on the general grounds set out in Chapter II, and it would also

provide enough vacant land to meet Rotherham's need without building at Thorpe Hesley. It would indeed have the drawback of greatly reducing the resources of Rotherham rural district, whose council, obviously popular as well as effective, have encouraged local community activities. But community activities as well as local pursuits such as football and dancing would still be carried on if the area in question came within the boundaries of the county borough, and if necessary the remainder of the rural district could be strengthened by some amalgamation at the county review. We recognise that there would be some re-organisation of the county's education services but the administrative adjustments involved would not present any great difficulty to a county with the resources and experience of the West Riding. So, considering Thorpe Hesley and the land on the east of Rotherham together, it seems best to put Thorpe Hesley in the county and extend the eastern boundary up to the motorway. To take the motorway as the boundary involves bringing in not only the parishes mentioned before but also the developed area at Ravenfield Common, a small part of Braithwell Parish in Doncaster rural district which is bounded by the motorway and the railway, and a small part of Thurcroft parish. We are against bringing in Ravenfield village as the county borough council suggested, for this seems to us to be a completely detached rural community.

307. We now understand that the "white land" south of Whiston was so shown in the county development plan as a contribution towards meeting Sheffield's overspill needs. However, since the Minister has subsequently said in effect that these needs should be met mainly in Derbyshire (see Chapter IX), the West Riding have now asked the Minister to include the white area in their proposed green belt. So it does not seem likely that the land will be developed and we therefore make no proposal to extend the Rotherham boundary beyond our draft proposal line as far as the line of the M.1 motorway.

308. Rawmarsh is joined by continuous development to Rotherham as the county council conceded, though they went on to argue that the iron and steel works which physically joined the two towns formed in practice, and would increasingly form, a barrier between them.

309. In our view the fact that the movement is to the works and not across the works is less important than the fact that a considerable number of workers from both authorities' areas have a common workplace, and we regard this movement as a special link between the two areas. We think that the steel works, which will increasingly spread across the Rotherham/Rawmarsh boundary, is a focus of common economic interest rather than a barrier. In addition to this movement to the iron and steel works there is also an interchange of workers to other work places in the areas of the two authorities. In 1951, a total of more than 4,100 were travelling into Rawmarsh for work and of these 2,365 came from Rotherham.

310. The unsatisfactory character of the present boundary is suggested by the fact that the two neighbouring councils have advanced competing claims. The smaller change would be to accept the urban district council's claim and transfer to Rawmarsh the Aldwarke area of Rotherham with the new works of the Park Gate Iron and Steel Company and the area containing the South Yorkshire Chemical Works. It was suggested by

the county council that Rawmarsh with these additions could properly be left side by side with Rotherham in the way in which we think that Rotherham should be left independent despite its being contiguous to Sheffield. We recognise that Rawmarsh, though a steel town like Rotherham, has an individuality of its own, and most of its people are against a merger with Rotherham. There is, however, an obvious distinction between Rotherham with its considerable resources and Rawmarsh, whose future as a separate area must be considered doubtful, for with a population of under 20,000 and in the context of so close a connection with Rotherham it is liable to suffer from the difficulties which we have indicated in Chapter III of our report on the West Yorkshire Special Review Area. In fact both the county council and the urban district council envisaged the possibility of amalgamating Rawmarsh with Swinton and Wath-upon-Dearne urban districts at the county review. But Rawmarsh would then be permanently cut off from the other developed areas by land which the county council intend should be green belt, which must make such a unit less coherent than the union which we proposed. Hence an amalgamation of Rawmarsh with these two urban districts looks decidedly unpromising as compared with an amalgamation with Rotherham. We think, therefore, that the right course is to amalgamate the developed parts of Rawmarsh with Rotherham, and leave the rest to the county on the assumption that it will be included in the proposed green belt. With the addition of this part of Rawmarsh urban district and the part of Rotherham rural district mentioned before, Rotherham would undoubtedly have the resources to be a fully effective county borough. We looked again at the question whether it should be merged with Sheffield on planning grounds, especially in view of the emphasis put on traffic problems by the Buchanan Report. But the interchange of workers between Sheffield and Rotherham is small considering their proximity; the amount of travel between them for other purposes than work is limited by the industrial belt lying along their mutual boundary; and the main problems requiring a consistent approach will only involve the two authorities, a simpler situation than when four or five are involved. We therefore do not recommend any change in the Sheffield/Rotherham boundary, except that we endorse the adjustment of the boundary now agreed between the two councils, which puts the Sheffield sewage works wholly inside Sheffield.

PROPOSALS

311. We accordingly propose that Rotherham county borough should be extended to include the greater part of Rawmarsh urban district, the parish of Dalton, most of the parishes of Bramley, Brinsworth and Wickersley, parts of the parishes of Ravenfield, Thrybergh and Whiston, and a small part of the parish of Thurcroft all in Rotherham rural district, together with small parts of the parishes of Braithwell and Conisbrough Parks in Doncaster rural district; that the Thorpe Hesley area should be transferred from Rotherham county borough to the administrative county of the West Riding of Yorkshire and that the small area of Sheffield's sewage works in Rotherham county borough should be transferred to Sheffield county borough. The boundaries of the county borough would be as shown on Map No. 5 and as described in the schedule contained in Appendix 6. As so enlarged we estimate that the county borough would have an area of 16,000 acres, a population of 134,000 and a rateable value of £4,915,000.

CHAPTER IX

Sheffield

DESCRIPTION OF AREA

312. Sheffield is the southern-most county borough in the geographical county of Yorkshire. It is situated in an area of hills and valleys with heights within the city boundaries varying from ninety feet above sea level in the north-east to over 1,000 feet in the west. In the present century Sheffield has had six major boundary extensions—the last in 1933—which have added 19,893 acres and doubled the size of the city to its present 39,586 acres, thus making it the third largest county borough in area. The city's western boundary, however, encloses about 6,700 acres of virtually unpopulated moorland lying on the slopes of the Pennines; these are included in the Peak District National Park. In population Sheffield is the fifth largest county borough with 495,000 people. Immediately outside its boundary the city council have built substantial housing estates in Chesterfield and Wortley rural districts.

313. Sheffield found at hand all the elements needed for the origins of its steel and steel-products industry—iron-ore, woodlands for charcoal, water power, grinding stone and, later, coking coal. The industry sprang up in the valleys and with it the houses of workers, leading to a great crowding in the valleys. Sheffield grew greatly in the 19th century with the developments in industrial techniques and the improvement of rail and water communications, and the houses began to spread from the valleys up the slopes and on to the higher ground.

314. Meanwhile, in spite of a growing variety of manufactures and of service industry, the heavy industry remains and will continue to remain in the valleys. There are still some 12,000 sub-standard houses intermingled with this industry, which should on every ground, social and industrial, be replaced elsewhere as soon as possible. In 1960 the city council estimated that more than 37,000 houses in all would need to be cleared by 1982. The current annual rate of building within the city is 1,900 by the council and 1,000 by private enterprise; many people are moving out to private houses built in fringe areas outside the city.

SUGGESTIONS OF SHEFFIELD CITY COUNCIL

315. Sheffield wanted to bring within their boundary some developed areas, some areas for development and some areas not to be developed.

316. Five out of the six developed areas were to the south-east of the city, in Chesterfield rural district. They were:—

- (i) the Charnock Hall estate (population 6,730) comprising private residential development but with some houses belonging to Chesterfield Rural District Council and the Air Ministry;
- (ii) the city council's Basegreen estate (population 3,180);
- (iii) the Frecheville private estate (population 6,580);

- (iv) the city council's Birley estate (population 2,180) immediately to the south of Frecheville ;
- (v) the city council's Hackenthorpe estate (population 9,260) in Beighton parish together with some rural district council housing to the south of the village.

The city council contended that these estates were substantially continuations of the city area and that the great majority of their residents were citizens of Sheffield in every respect except that their homes lay just outside the city boundary.

317. The sixth developed area which Sheffield claimed comprised 610 acres to the north of the city in the Ecclesfield parish of Wortley rural district (West Riding). Of this area, Sheffield owned 407 acres and had developed 351 acres as an extension of their Parson Cross housing estate just inside the city boundary. They had built 3,206 dwellings here and the rural district council had built 352. The city council submitted that the physical and other links with the city were the same as those applying to the estates outside the south-eastern boundary.

318. The main areas for development were wanted for overspill housing needs. These had been under discussion between the authorities concerned and the Ministry before our review began.

319. Sheffield said that they would have to find further land outside their boundaries for 32,000 houses (i.e. about 96,000 people) by 1982: this was to provide for both "planned" overspill and for the considerable voluntary movement out of the city which arose from the lack of land for private housing within it. Their slum clearance programme was being held back by uncertainty about the availability of land for building. There was a need also to provide land to allow the city's heavy and immobile industry in the valley bottoms to expand, and to clear the sub-standard houses at present intermingled with this industry. There was a need, again, for land to relocate some of the lighter industries and to make better provision for education and for school and public playing fields. They therefore proposed that (in effect) 72,000 of the overspill population should be housed to the south-east of the city in Chesterfield rural district, 14,000 to the south in Dronfield urban district, both in Derbyshire, and the remaining 10,000 to the north-west in the Stannington area of Wortley rural district in the West Riding. The large-scale movement of population and industry necessary to solve the city's problems should be planned and executed by the city council alone so that it could be co-ordinated with the slum clearance and redevelopment programmes. They therefore asked that the city boundaries should be extended to bring in the whole of the area intended for the reception of overspill.

320. The largest part of Sheffield's claim and the one giving rise to the greatest controversy related to the area in Chesterfield rural district. Mosbrough, in Eckington parish, lies about a mile and a half to the south of Hackenthorpe (where, as mentioned in paragraph 316, there is a city housing estate); Eckington village lies further south, separated from Mosbrough by the valley of the Moss Brook. Killamarsh and Renishaw lie east of these two, separated by the Rother valley. The present population of the four communities is over 25,000. Derbyshire County Council

had proposed in their Eckington Town Map that these areas should receive 25,500 of Sheffield's overspill population and be developed as a single whole within a green belt, becoming in due course an urban district. Sheffield on the other hand had objected to Derbyshire's plan and made the alternative proposal that an overspill population of 72,000 should be housed in the area, with the main focus of development around Mosbrough; the break between Hackenthorpe and Mosbrough would be reduced to an urban open space, and more land would be allocated for industry.

321. Under the county council's development plan Dronfield urban district's population (now 12,750) was expected to increase to 25,000 by 1971 mainly by voluntary migration from Sheffield. The corridor of agricultural land a half to three quarters of a mile wide between it and Sheffield was to be preserved. The city, while not opposing the plan, thought that the area should be included within their boundaries because a large proportion of the inhabitants had ties of former residence and present employment with Sheffield and looked to it for many purposes including shopping, further education and entertainment. They said that the intervening agricultural land would in time be no more than a local open space. They also claimed Unstone parish to the east of Dronfield.

322. The village of Stannington in Wortley rural district is situated on high ground to the north-west of Sheffield and commands fine views over the Rivelin valley to the south and the Loxley valley to the north. Its population is about 3,400. It is close to, and linked by ribbon development with, the built-up areas of the city. The city council proposed that the slopes to the north and south of the village together with adjoining land within the city should be developed by the council themselves to provide housing for 10,000 people. Stannington's existing links, they said, were almost entirely with Sheffield; these links would be strengthened by the proposed development and the whole area would eventually be a continuation of the city. The boundary proposed included not only the existing and proposed development but also about 400 acres to the north in the Loxley valley. It was intended that this should remain as an area of beauty and amenity for the use and enjoyment particularly of people living in the north of the city.

323. About 14,000 acres of open countryside mostly lying between Dronfield and Mosbrough was also claimed by Sheffield, not for development but mainly to get a good boundary; they would preserve its natural amenities as part of the planning of the whole claimed area.

IEWS OF OTHER AUTHORITIES

324. Sheffield's suggestions were strenuously opposed by the authorities concerned. As regards the areas already developed, Derbyshire County Council and Chesterfield Rural District Council held that only at Charnock Hall and Basegreen could development be regarded as continuous with that in the city. At Frecheville, Birley and Hackenthorpe the valley of the Shire Brook (the existing boundary) provided a break in development, narrow at Frecheville but widening considerably at Hackenthorpe, where it had been zoned as part of the county council's proposed green belt.

325. The Frecheville estate, we were told, had been built in Chesterfield rural district because the rural district council had co-operated with the developers (First National Housing Trust) after the city had failed to do so. Both the rural district council and the Trust said it would be unjust if the estate were now transferred to Sheffield.

326. Derbyshire County Council gave us a detailed account of the services they were providing to all these estates, which they thought could not be bettered by Sheffield. In time to come Eckington, as the centre of an urban district, would provide a convenient focal point for the continuation of these services under the two-tier system. The county and rural district councils with full support from the parish councils therefore considered that the balance of advantage lay in retaining all these estates in the county.

327. Wortley Rural District Council, with the support of the West Riding County Council, resisted the loss of the Ecclesfield area: they said that the present boundary was satisfactory and a good one could not be found further out. The city council's housing estate had settled down as part of the rural district, which provided all necessary services and received rates which helped the more sparsely populated parts of the district. The Wortley Council were prepared to buy the estate from the city. The schools in this area served areas further afield.

328. As regards the areas claimed for development, Derbyshire County Council and Chesterfield Rural District Council objected that major peripheral expansion was the wrong way to relieve congestion in Sheffield, and its result would be to deprive the rural district of half of its population and 43 per cent of its rateable value, which would involve an additional 1s. 6d. rate for the remainder of the district.

329. Dronfield, it was argued by the county and district councils, was clearly separated from Sheffield and should remain so.

330. At Stannington the West Riding County Council said that they were prepared to agree with the proposal for housing development. On the boundary issue, they were prepared to contemplate the transfer of the areas of existing and future development but not the area to be kept undeveloped in the Loxley valley.

331. Wortley Rural District Council and Bradfield Parish Council both strongly contested the city's proposal to undertake further development at Stannington and to take the area into the city; it was an area of great natural beauty and the contours would make building difficult.

332. As regards the open area between Dronfield and Mosbrough not required for development, the Derbyshire authorities saw no reason why it should go into Sheffield. It was proposed as green belt and would be safer under county control.

VIEWS OF THE MINISTER ON PLANNING ISSUES

333. Derbyshire County Council put forward their proposals for the planning of their areas next to Sheffield in a series of town maps. The city council lodged an objection in which they set out their own proposals for development and the matter went to local inquiry in 1961. In a letter of 29th March 1962 the Minister announced his general conclusions on the

planning issue. He broadly accepted the city's estimate of overspill need, and indicated that most of it ought to be accommodated in the north-eastern part of Derbyshire in a community centred on Mosbrough. He did not favour the county council's idea of integrating Mosbrough, Killamarsh, Eckington and Renishaw into a single expanded settlement. He accepted that the large scale expansion of Mosbrough would entail developing most of the narrow belt of open land between Mosbrough and the Sheffield fringes. He called, however, for further consideration of the exact amount of land needed for houses and industry. The Minister also accepted the town map proposals for Dronfield and remarked that the open break between Dronfield and Sheffield ought to be preserved.

DRAFT PROPOSALS

334. We were satisfied that the developed areas at Gleadless, Frecheville, Birley and Hackenthorpe (Chesterfield rural district) were substantially continuations of the city and that their links with Sheffield were strong. We thought that they should be included in the city.

335. Our draft proposals for Mosbrough, Eckington, Killamarsh and Renishaw were made against the background of the Minister's conclusions on the planning issue. We thought that Mosbrough, when developed, would have very strong links with Sheffield. It would be developed to meet the city's housing needs; the industry, too, would mainly come from Sheffield. It would be separated from the city only by a narrow strip of open land which was likely to be used for playing fields and other urban uses. We thought it should be included in Sheffield.

336. As the industrial development at Mosbrough would stretch north to Beighton, which was also to be developed residentially, we suggested that this part of Beighton parish should also be included in the city, the river Rother forming the boundary.

337. We did not propose the inclusion of Eckington, Killamarsh or Renishaw in the city because they were likely to remain somewhat separate, cut off by the valleys of the Moss Brook and the Rother.

338. Dronfield, too, we regarded as physically separate and likely to remain so and we saw no case for its inclusion, or for the inclusion of Unstone parish to the east.

339. In Wortley rural district, we were satisfied that the extension of the city's Parson Cross estate just outside the boundary, in Ecclesfield parish, should be brought into the city, but we felt that it could not be separated from Ecclesfield village which we also proposed for inclusion, having in mind the continuity of development and the links between this area and Sheffield. The views of the local authorities and others concerned were specifically invited on a suitable boundary at this point, where the northward sprawl of development into Grenoside made the selection of a clear cut line difficult.

340. In Bradfield parish we proposed the inclusion of the Stannington area of development and proposed development which was agreed by the West Riding County Council and would create a continuation of the city, but we excluded the area to the north in the Loxley valley.

341. We added a proposal which seemed to us worthy of consideration in the light of our suggestion that the river Rother should form the boundary of the extended city in Beighton parish: this was that the river should continue to be the boundary northwards to the proposed Rotherham boundary, and that the greater part of Catcliffe and Orgreave parishes, which had industrial links with Sheffield, should accordingly be included in the city.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF SHEFFIELD CITY COUNCIL

342. The city council welcomed the draft proposals. Nevertheless, they felt that the boundary originally proposed by them would be preferable. As regards Dronfield, the council suggested that the small break between its developed area and the city would eventually prove of small significance compared with the community of interest between Dronfield and Sheffield.

343. Eckington, Killamarsh and Renishaw were likely to remain separate from Mosbrough, but the population of Eckington would be nearly doubled and the break between it and Mosbrough would be very narrow. Eckington should be developed and administered with Mosbrough as one comprehensive operation. The Minister had said that there should be one main town centre to serve all this area and that it should be at Mosbrough.

344. Killamarsh and Renishaw were more separate, but Derbyshire were proposing a substantial green belt south of Dronfield, Eckington, Killamarsh and Renishaw, and this could provide a very satisfactory boundary.

345. The council went on to point out that land for private building within the city boundary was nearing exhaustion. The effect of our proposals would be that people who needed houses to let would in general be housed by the corporation within the new city boundary, whilst people wishing to purchase newly-built houses would have to move out of the city. This would cause a lack of balance. They added that there were no compelling reasons why part of a green belt should not be included within a county borough.

346. As regards the proposed extension at Stanington, the council said that they did not propose to press their suggestion of adding to the city additional land situated in and to the north of the Loxley valley. At Ecclesfield, also, they accepted the new boundary suggested by us, subject to one minor reservation. They concurred, without enthusiasm, in our suggestion that land at Catcliffe and Orgreave should be transferred to Sheffield, but suggested a different boundary.

VIEWS OF DERBYSHIRE COUNTY COUNCIL

347. Derbyshire County Council dissented strongly from the draft proposals. They said that the Minister's conclusions on the planning issue south-east of Sheffield had been challenged by the county and finality had not yet been reached. They suggested that we should defer our proposals until the planning issues had been finally clarified. Even if the present conclusions were maintained, there was no reason why a new community at Mosbrough should not develop as an independent township. They denied that Beighton would become a residential area for Sheffield and did not accept that Gleadless, Frecheville, Birley or Hackenthorpe were substantially continuations of the city, apart from small areas at Basegreen and Charnock

Hall. The balance of advantage was against including them. The draft proposals were moreover quite contrary to the wishes of the inhabitants of the areas concerned.

VIEWS OF CHESTERFIELD RURAL DISTRICT COUNCIL

348. Chesterfield Rural District Council likewise opposed our draft proposals as well as the city's renewed claim to a wider area. They contended that insofar as our proposals depended on conclusions about the Sheffield overspill problem, they were premature. There were a number of further stages to go through before a final decision was reached and various factors, as yet unresolved, could materially affect that decision.

349. The council repeated that the only part of the Gleadless-Frecheville-Birley-Hackenthorpe area which could properly be regarded as being substantially a continuation of Sheffield was a small area at Basegreen and Charnock Hall, Gleadless. Even here, the balance of advantage lay in favour of leaving the area in the rural district and the county. There would be a very real break between development at Hackenthorpe and at Mosbrough. The latter would therefore not be substantially a continuation of the development at Hackenthorpe, let alone a continuation of the town area of Sheffield. The balance of advantage lay in leaving these areas in Derbyshire. They doubted whether Beighton village would be linked to the overspill areas to the south. They stressed, too, the local opposition to the change. In all this they were supported by the parish councils of Beighton, Eckington and Killamarsh and the county association of parish councils. Unstone Parish Council welcomed our proposal to leave their area out of Sheffield.

VIEWS OF THE WEST RIDING COUNTY COUNCIL

350. As regards Ecclesfield, the county council said that they had always maintained that the existing boundary between the city and the rural district at Ecclesfield was the best that could be found. They had provided schools, clinics and other services for people living on the Parson Cross estate. These had been fully integrated into the county system and the inhabitants had been absorbed into the life of the rural district. They recorded the very strong feelings of the inhabitants and asked us to reconsider our decision. If, however, we maintained that the area should be transferred to Sheffield, they asked that an alternative line should be followed.

351. As regards Stannington, the county council appreciated the reasons which had prompted us to propose its transfer to Sheffield, but they asked us to bear in mind the wishes of the inhabitants of the area, who strongly opposed the extension of Sheffield in this direction.

352. On Catcliffe and Orgreave they contended that the area had no strong affinity with the city and they asked us to reconsider our decision here, too. Without prejudice to that plea, they suggested an alternative line.

VIEWS OF WORTLEY RURAL DISTRICT COUNCIL

353. Wortley Rural District Council also opposed the draft proposals. They contended that we should not have taken into account the West Riding County Council's promise to give planning permission to Sheffield to develop the Stannington area. In any event the balance of advantage lay with retaining the area in the rural district. Bradfield Parish Council and the Stannington Community Association supported this view.

354. As regards the proposals for Ecclesfield, they opposed the taking into Sheffield of the Parson Cross estate. They reiterated that they had offered to buy it. It was an estate of young families and was already creating its own housing demands which re-letting would not cope with. Our proposal involved departing from a natural, well-defined boundary which could not be equalled elsewhere, and they pointed out that the proposal meant putting into the city over 469 Wortley council houses. The council particularly attacked the inclusion of the centre of Ecclesfield in the city and asked for a boundary line to be considered which would at least leave this in the rural district. They denied that there were special links between Ecclesfield and the city. They contended that the balance of advantage lay clearly with leaving the areas outside.

VIEWS OF DRONFIELD URBAN DISTRICT COUNCIL

355. Dronfield Urban District Council welcomed our proposals to leave their area out of Sheffield and opposed the city's renewed claims.

VIEWS OF ROTHERHAM RURAL DISTRICT COUNCIL

356. Rotherham Rural District Council opposed the transfer of Catcliffe and Orgreave to Sheffield. Sheffield had not asked for them and did not particularly want them. The area had no continuity of development and no community of interest with Sheffield. They felt that this was another step in the dismembering of the district for the sake of "straightening a line on a plan". They stressed again the local opposition to the change. This was fully corroborated by the two parish councils.

RECONSIDERATION OF DRAFT PROPOSALS

357. The biggest single issue is the proposed extension to the south-east of the city to take in land for overspill development. The Minister has considered the further representations of Derbyshire County Council on the planning issue but has not altered his views in any major particular. We do not think it right to defer our final recommendations until a town map is approved. Regulation 11 (b) requires us to consider in the case of an area not already built-up whether the use of the land in accordance with the development plan or a planning permission is likely to lead to its being a continuation of the town area and having special links with it. The relevance of a planning permission or allocation consists, then, in its being evidence of what is likely to happen. It follows that it would be illogical not to consider other similar evidence, such as a declaration of views or intentions by a Minister or a planning authority. In this case the indications given by the Minister on the planning issue seem to us clear and definite enough. We take it therefore that overspill development is likely to take place at Mosbrough broadly on the scale proposed by the city council and that this will greatly reduce the gap between Mosbrough and Hackenthorpe. We remain convinced that Frecheville, Birley and Hackenthorpe, in spite of the valley of the Shire Brook, are substantially continuations of the town area of Sheffield, as well as the area in Gleadless which is not disputed. In the context of the size of Sheffield it seems to us unreasonable to look upon such breaks as do exist as significant or substantial. The links between these developed areas and Sheffield are

obvious and strong; the links between Mosbrough and Sheffield must be as close as possible for the sake of effectiveness in dealing with Sheffield's large and urgent housing problems. We think that the pattern of present and future development as shown in Map F reinforces our views.

358. We cannot regard the loss of these areas as in any way crippling to Derbyshire nor do we foresee any undue difficulty in making any necessary adjustments at district and parish levels.

359. We deal in later paragraphs with some detailed boundary points, but in substance we are confirmed in our conviction that on grounds of continuity and other links and on a decided balance of advantage the south-easterly extension of the city put forward in our draft proposals is in the best interests of effective and convenient local government.

360. We took note of Sheffield's argument that a substantial green belt was proposed south of the whole group of settlements of Mosbrough, Eckington, Killamarsh, and Renishaw. This does not appear to us however to amount to an adequate reason for putting them into the city in view of the physical separation of the last three places which seems likely to continue. The links they will have with Sheffield and, it may well be, with a town centre in Mosbrough, are not enough to justify bringing them in unless the element of physical continuity is or is likely to be sufficient, and we do not think it is or will be.

361. Beighton is mainly a mining community whose present links with Sheffield are not in themselves sufficient to justify its inclusion in the city. If Mosbrough is to be included, however, the situation will be very different and Beighton will be greatly affected by the industrial and residential development around it. It will become much more closely linked to the main urban development both physically and in other ways. The Rother, too, seems to make a sensible boundary. We conclude that the inclusion of Beighton is right.

362. We have considered again Sheffield's suggestion that Dronfield should come within the city, but the break between the communities, though narrow, is clear, and we think it will be of more significance than a local open space. If Dronfield is left out, there remains no very cogent reason for recommending the inclusion of the present rural area between Mosbrough and Dronfield. We adhere therefore to our draft proposals for this area.

363. We have again considered the arguments for and against including within Sheffield the area at Stannington. The West Riding County Council have informally agreed that development should take place here and it appears to us that the case for including the area within Sheffield is strong. Wortley Rural District Council contended that because regulation 11 (b) refers to "the use of land in accordance with the development plan or in the manner authorised by permission to develop land granted on application" it would be "illegal to take into account such an informal agreement". Yet we must, as we have said at the outset of this section, take the best indications we can obtain from time to time of what is likely to happen, so we are obliged to take account of the agreement regarding development here.

364. Ecclesfield has given us much ground for further consideration. We are satisfied that the case for including within Sheffield the city's own Parson Cross housing estate extension is extremely strong. This, however, comes close to the centre of Ecclesfield itself and development around it is continuous and solid. Ecclesfield itself must look in some considerable measure to Sheffield and we do not think that we would be justified in leaving it outside the city. The question of the precise boundary does, however, raise difficulties and this we discuss briefly later.

365. In our draft proposals we suggested that the Catcliffe and Orgreave area might be added to the city, notwithstanding that it had not originally been sought by them. Sheffield apparently regarded the benefits of the change as doubtful while Rotherham rural district regarded the loss of these areas as serious; bearing in mind the opposition of the authorities and residents concerned, we have decided not to proceed with this proposal.

366. Before turning to minor boundary questions we consider once more the balance of advantage in the light of the factors discussed in Chapter II of this report.

367. The population of Sheffield fell by over 18,000 between 1951 and 1961, while that of the fringe parishes rose by over 22,000. Over 7,000 houses were built by private enterprise within the city boundaries during that decade, but as the city has said the land for private development within the boundaries is now nearing exhaustion. Our proposals will involve the inclusion in Sheffield of the homes of some 26,000 people in corporation houses and a similar number in private houses. This seems to us well justified on grounds of social balance.

368. It is noteworthy, however, that while in social class structure Sheffield was close to the average for the country in 1951, in age structure it was very different, having the lowest percentage of people under twenty-four years of age of all the county boroughs in the review area. This may well be due in large part to overspill housing, and it gives in our view a particularly strong reason why the developments now proposed at Mosbrough and other places should not take a further 96,000 people—a high proportion of them probably the younger families—out of the city, thus accentuating the lack of balance. Our proposals will avoid that consequence.

369. On the other hand, there are many areas remaining in the counties in which further private houses for Sheffield people will be built, and this trend will steadily mitigate the county's initial loss of population and resources to Sheffield. This loss is the main disadvantage to the county and district authorities: we have not found any reason to think that necessary adjustments in the organisation of services cannot be made by mutual arrangement.

DETAILED BOUNDARIES

Mosbrough Boundary

370. At the statutory conference we were asked to reconsider the boundary of the area proposed for transfer at Mosbrough. Sheffield County Borough Council wanted a wider boundary to include the natural slopes of the Ford

valley and the Moss Brook which were necessary to provide proper drainage facilities and to enable the proposed housing development to be planned in a proper setting of public open spaces.

371. Derbyshire County Council considered that the boundary should be withdrawn and were concerned to preserve more of the natural beauty of the valleys and the setting of the green belt village of Ridgeway.

372. We realise the importance of the landscape between Sheffield and the urban settlements in Derbyshire. We do not think that there is any real conflict between the county borough and the county council and Council for the Preservation of Rural England: all are concerned to see that the landscape background of Mosbrough should be unspoilt and we accept Sheffield's view that this must be secured by careful landscaping of the proposed Mosbrough development so as to effect a transition through urban open space to the countryside.

373. This landscaping must, we now think, be regarded as an integral part of the development: we have no doubt that Sheffield want to and can secure that the job is done properly, and for that purpose we accept the view that the area within which the development must be comprehensively planned extends to the lines of the streams somewhat further south and west of our draft boundary, and that this further land should be in the same control. Accordingly we have slightly extended the boundary here.

Ecclesfield and Parson Cross Estate Boundary

374. In our draft proposals we invited views on the boundary we had chosen and we received several suggestions. Without prejudice to their main contentions, Wortley Rural District Council submitted an alternative for the transfer of only part of the Parson Cross estate containing 2,713 corporation houses (total 3,206), 142 Wortley council houses and 132 private houses. This, however, would result in an arbitrary division of the built-up areas as anomalous as the present boundary.

375. The West Riding County Council suggested excluding the housing areas at the "The Wheel" and "Hill Top", Yew Lane Secondary School and the strip of green belt used as public open space. It seems to us, however, that if our decision to transfer Ecclesfield village is right then the continuous development at "The Wheel" must also be included, together with a small area of new housing which has been developed since we made our draft proposals. Our problem here was to find a dividing line through the ribbon development linking Sheffield and Grenoside and we still think that the clearest boundary is along Wheel Lane.

376. We have received detailed information from the authorities on the present and future school population affecting the position of Yew Lane School and it is clear that at present the majority of the children attending the school live south of the draft boundary. Although we accept the forecast that the number of children requiring places at the school from north of that line (at Grenoside) will increase, it seems likely that they will remain the smaller proportion. In looking at all the factors involved we have concluded that the school should be included in the area of transfer.

377. We propose, therefore, only a small amendment to the boundary as shown in our draft proposals, to include the recently developed houses on the northern side of Wheel Lane.

Other Adjustments

378. We were asked to consider two further additions to the county borough which were agreed between the authorities, namely part of the city sewage works at Wincobank at present in Rotherham and an area at Oaks Park in Chesterfield rural district to enable the county borough to maintain a stretch of the proposed city outer-ring road. We incorporate these suggestions in our proposals.

379. Lastly, Sheffield suggested to us that, in the Rother valley, the line of the railway rather than the course of the river Rother would provide a more definite boundary but we have accepted instead the suggestion of the West Riding to draw the boundary along the improved course and new cuts of the river, which involves the least disturbance.

PROPOSALS

380. We accordingly propose that Sheffield county borough should be extended to include most of the parish of Beighton, the Mosbrough and Gleadless areas of Eckington parish and small parts of the parishes of Holmesfield and Killamarsh in Chesterfield rural district in the administrative county of Derbyshire; the Stannington area of Bradfield parish and the Ecclesfield area of Ecclesfield parish in Wortley rural district; a small part of the parish of Wales in Kiveton Park rural district in the administrative county of the West Riding of Yorkshire; and a small part of Rotherham county borough at Wincobank; and that small parts of the county borough of Sheffield should be transferred to the administrative counties of Derbyshire and the West Riding of Yorkshire. The boundaries of the county borough would be as shown in Map 6 and as described in the schedule contained in Appendix 6. As so enlarged, the county borough would have an area of 46,300 acres, a population of 550,000 and a rateable value of £21,220,000.

CHAPTER X

Chesterfield

DESCRIPTION OF AREA

381. Chesterfield is situated on the head waters of the river Rother on the Pennine fringe of Derbyshire about 12 miles south of Sheffield and 26 miles north of Derby. The town was granted its first charter in 1204, was incorporated in 1598 and with a size of some 8,500 acres is now the largest non-county borough in Derbyshire. Between 1921 and 1951, the population increased from 61,000 to 68,000; the mid-1963 population is 68,230. The development plan estimate is that it will increase to 74,000 by 1971.

382. Chesterfield is a prosperous manufacturing town and the main centre for shopping, recreation and commerce for much of the coalfield area of north-central Derbyshire. Coal mining is no longer carried on within the borough boundaries but much land has been rendered unsuitable for building by the continued settlement of old workings and still more by widespread opencast coal workings over the past twenty-five years. A wide range of manufacturing and service industry has now replaced the town's earlier dependence on coal mining, though large numbers of men still travel daily from Chesterfield to work in collieries further afield. The main industries in the town remain closely linked with the mining economy of the surrounding area and include heavy engineering, with specialisation on colliery and gas production plant, and the manufacture of metals, tubes, vehicles and electrical goods. Chesterfield also provides an important element of economic diversification in the general coalfield economy and in particular attracts large numbers of women from the colliery townships to its confectionery, surgical dressing, cardboard box and underwear factories.

SUGGESTIONS OF CHESTERFIELD BOROUGH COUNCIL

383. Chesterfield Borough Council suggested the creation of a county borough comprising Chesterfield, Staveley urban district and the whole or parts of nine parishes in Chesterfield rural district. The proposed county borough would have had an area of 30,154 acres, a 1959 population of 108,000 and a rateable value of £1,366,000.

384. The main purpose of the suggestion was avowedly to bring about an all-purpose authority, because, in the council's opinion, the post-war transfer of services from the borough to the county had not resulted in any clear advantage. They felt keenly the withdrawal of the opportunities they had previously enjoyed of being pioneers in the social services, and they did not consider that the delegation of functions by the county council was a satisfactory substitute for the direct conferment of powers.

They accepted that their housing needs could be met within their present boundaries on land which had hitherto been under the threat of opencast mining. The only land that they needed was for sites to offer to new industries which they hoped to attract to the area.

385. Concerning the claimed areas the council said that Staveley urban district lay to the north-east of Chesterfield and that although development was not continuous across their mile-long common boundary, it was virtually unbroken further south through the intervening parish of Brimington. In the surrounding rural parishes development was continuous along many of the roads radiating from the borough and some of the residential areas in these parishes were virtually dormitories for Chesterfield. All these areas looked to Chesterfield as the marketing, shopping, recreational, educational and industrial centre. Their economic and industrial characteristics and those of the borough were closely linked and often complementary, with the borough providing diversification of industry. This picture of interdependence and community of interest was seen in the pattern of journeys to work and by the fact that Chesterfield provided the main employment opportunities for women workers. The new unit would contain a "desirable but limited merging and blending of the urban area and the surrounding rural area, which should be found in any complete town". The formation of this unit would have several advantages, including the prospect of lower rates for most of the people involved.

VIEWS OF OTHER AUTHORITIES

386. All the authorities affected by this suggestion were opposed to it. The county council observed that the borough council, whose criticisms of delegation were beside the point, since delegation was written into the structure of local government, had been so anxious to achieve a population of 100,000 to justify their claim to county borough status that they had suggested boundaries which were almost completely arbitrary and would contain an amorphous mass of town and country. The area of the suggested new authority would be larger than that of Bradford, Bristol, Liverpool or Manchester, with no likelihood of its rural areas ever reaching a reasonable urban density. It was not the case that the claimed areas were continuations of the town area of Chesterfield, for Staveley was a township with its own central area, shops, and industries, separated from Chesterfield by open country which was to remain open according to the provisions of the town map, while the nine parishes were predominantly rural communities either detached from Chesterfield or only tenuously connected by ribbon development. The Chesterfield Town Map allowed enough land, almost wholly within the borough boundaries, for all industrial and residential purposes up to 1971, with a balance left over for future development. The suggestion thus failed to comply with regulations 10 and 11. It would result in the creation of an ineffective and inconvenient new authority, as well as disrupting administration in north-east Derbyshire.

387. The county council's objections were supported by Staveley Urban District Council and by Chesterfield Rural District Council. The latter said that of the 15,000 acres which the borough council were claiming from the rural district, over 90 per cent was open country, and the villages in this area were physically separate from the borough. There were only

three areas in the rural district which could be said to be continuations of the town area, but these contained fewer than 200 houses in all. The rural district, in terms of population, was the largest in the country, and though it would be left with a population of 73,000 if the county borough were created, the removal of so much territory from around its administrative centre in Chesterfield would almost inevitably bring about its disintegration as an effective and convenient unit of local government.

DRAFT PROPOSALS

388. We remarked in our draft proposals that in area the proposed county borough would be the fourth largest in England but in density of population it would be the lowest. Over 90 per cent of the land asked for in Chesterfield rural district was undeveloped and there was no case under the regulations for including it in a county borough. It was only to the north-east of Chesterfield—at Staveley and in the intervening parish of Brimington—that there was substantial development near to the borough boundary. With this addition Chesterfield would have a population of 93,500, which was estimated to increase to 103,000 by 1971. Yet although there was some ribbon development between Staveley and Chesterfield, most of the development in Staveley was quite separate from the borough, and Staveley was in most respects an independent community which lacked the closer and more special links with Chesterfield to which the regulations referred. Accordingly, we did not propose the creation of a county borough in the Chesterfield area.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF CHESTERFIELD BOROUGH COUNCIL

389. The council did not contest our view that 90 per cent of the area they had claimed from the rural district was undeveloped and that there was no case under the regulations for including it in a county borough. Instead they modified their proposal by limiting the areas with which they wished to be joined as a county borough to Staveley urban district, Brimington parish and a small part of Calow parish. This amended proposal would, they claimed, meet all the requirements of the regulations. The county borough they now proposed would have a population of 93,700, which was expected to rise to 103,000 by 1971, and a density of 5.87 persons per acre, which would not be too low for a county borough, considering that large areas of land in it were sterilised by deep and opencast coal-working.

390. Admittedly the only continuity of development between Chesterfield and Staveley was ribbon development along the A.619, but this was because some of the intervening land was affected by shallow mine workings, some had been used for opencast coal working and could not be built on until it became stable, and some was sterilised by the line of the proposed outer by-pass. There were also a crematorium and cemetery in the area. Besides, as they had mentioned in their original submission, they would propose to carry out residential and industrial development at Brimington of the kind to which regulation 11(b) related, viz. "the use of land likely to lead to its development into such a continuance of a town area as is indicated in paragraph (a)".

391. The existence of closer and more special links between Staveley and Chesterfield was plain from the journeys to work and the frequency of public transport services between the two places, as well as from the statement in the analysis of survey accompanying the Staveley Town Map that there was a strong community of interest between Chesterfield and the settlements in the town map area, and that these settlements would continue to look to Chesterfield as their regional centre.

VIEWS OF OTHER AUTHORITIES

392. The county council contended that the borough council's modified suggestion broke down on the score of population, for under regulation 9 the creation of a new county borough with a population below 100,000 could be proposed only where there were special circumstances, and there were no such circumstances in the case of Chesterfield. Staveley and Chesterfield were not substantially continuous; the borough council had admitted that there was only ribbon development between them, and their explanation of why the land in between had not been developed was quite irrelevant. Their proposal to carry out development on some land in between failed to comply with regulation 11(b), which was concerned with the development of land in accordance with a development plan, for the land which the borough council would like to see developed was not allocated for housing in the town map submitted for Staveley, and indeed the borough council had not suggested to the Minister that it should be so allocated. Even if this piece of land were developed, it would still not be a continuation of the town area of Chesterfield, for it would be cut off by a ravine, the Chesterfield outer ring road and the Brimington by-pass.

393. The analysis of survey had indeed referred to Chesterfield as the regional centre, but it went on to say that this should not prevent the redevelopment of the central area of Staveley, which still had a vital role to play as a local centre.

394. The county council's contentions were supported by Staveley Urban District Council, Chesterfield Rural District Council, Brimington and Calow parish councils and the Derbyshire Association of Parish Councils.

RECONSIDERATION OF DRAFT PROPOSALS

395. We have carefully considered the borough council's modified suggestion for a new county borough composed of Chesterfield, Staveley, Brimington and part of Calow, and have taken into account the effect on population of the transfer to Chesterfield of parts of the Accountant General's Department of the General Post Office which took place after the conference. We are clear, however, that the built-up areas of Staveley, Brimington and Calow are not substantially continuations of the town area of Chesterfield. The suggestion was made that some of the intervening land would be developed if the borough council had the planning of it. Since, however, the borough council are not the planning authority for that land, and there has been no suggestion by the planning authority or the Minister that permission is likely to be given for its development, we cannot regard the likelihood of such development as established.

396. Whether Staveley has closer or more special links with Chesterfield than those which arise from mere proximity is a question which would arise under the regulations only if substantial continuity of development between the two had been established. As, however, the question has been raised and discussed, we record our opinion that Staveley does not have such links with Chesterfield. It has its own substantial sources of employment and does not owe its existence or development to the presence of the borough. Naturally, people from Staveley use shops in Chesterfield as it is the nearest large shopping centre, but Staveley has its own shops to meet daily needs and has plans for central area redevelopment to provide a new civic, business and shopping centre which should strengthen the focus of urban life in the town.

397. To sum up, we do not think that Staveley, Brimington and Calow can properly be included with Chesterfield under the terms of the regulations, and without these areas Chesterfield is far too small to be constituted as a county borough. We, therefore, make no proposals for Chesterfield.

CHAPTER XI

Derby

DESCRIPTION OF AREA

398. Derby, which has been a borough since long before the Norman Conquest and was made a county borough in 1888, lies in the valley of the river Derwent near to its confluence with the Trent and at a point close to the main Derbyshire coalfield. Since Roman times it has been a focal point in the country's road system and now six trunk roads converge on the town. It was, however, the coming of the railways and especially the establishment of the headquarters of the Midland Railway, coupled with a situation favouring the development of a wide range of industries, which led to a rapid increase of population during the nineteenth century. Up to 1931 the population of the county borough kept pace with industrial development; then with the establishment of the British Celanese works at Spondon and the rapid expansion of Rolls Royce and other large engineering firms in the town, the growth continued at an increasing rate, but in places immediately beyond the borough boundary, while the population within the borough tended to remain static—actually reaching a peak of 143,500 in 1949. More recently there have been very large movements from the town across the boundary, as the number of separate household groups has continued to rise, and the population of the borough has now fallen below 132,000. With a wide diversity of industry and a prosperous economy it appears certain that the population of Derby and its fringes taken together will continue to grow.

SUGGESTIONS OF DERBY COUNTY BOROUGH COUNCIL

399. The council suggested that Derby should be increased from 8,116 acres to 21,279 acres by taking in 9,132 acres from South East Derbyshire rural district, 2,408 acres from Belper rural district and 1,623 acres from Repton rural district to give a total population (1959) of 205,000. Over one-third of the whole of the claimed area, 5,046 out of 13,163 acres, was already developed and included 4,659 of the council's 8,800 post-war houses and six of their schools. The intention was to include all land at present forming part of the true township of Derby, together with more land needed for essential town purposes within the next twenty years.

400. The council contended that all the areas proposed to be incorporated looked to Derby as their town centre, with most of the inhabitants depending on Derby for employment, shopping, their social and cultural life and recreation. Derby, with the claimed areas, formed a natural township and there was no other self-contained community nearby to which these dormitory areas owed any allegiance. The whole area, therefore, formed one natural unit for administration, and the proposed extension would result in a more efficient and convenient system of local government.

401. As for future development, the council said that the land claimed was largely required for residential and ancillary uses to accommodate the increased population of a greater Derby and the overspill of population resulting from necessary re-development within the confines of the county borough. They estimated that up to 1978, 77,600 people would have to be housed within the county borough and the claimed areas, and this would give rise to a requirement of about 3,000 acres outside the borough boundaries. The claimed areas also included open land to be kept as green belt as well as Allestree Park (in Belper rural district) purchased by the Corporation in 1946 as a public open space, and territory in the parishes of Sinfin Moor and Chellaston (in South East Derbyshire rural district) needed for drainage purposes.

402. The residents of the existing county borough would benefit by being relieved from having to bear the whole of the burden of providing and maintaining services used by people from outside, such as street-lighting, markets, buses, educational facilities, libraries and police. The importance of this benefit would increase when costly major improvement schemes such as the inner ring road and centre development got under way. The inhabitants of the claimed areas would benefit by being able, either by their votes or by becoming members of the county borough council, to influence the affairs of the town, of which they formed an intrinsic part. People both in the existing Derby and in the claimed areas would benefit eventually from the improved standard of services which would be achieved with the stronger financial resources of a large and prosperous single-tier authority.

VIEWS OF OTHER AUTHORITIES

403. Derbyshire County Council and the three rural district councils strongly opposed the county borough council's proposals. They denied that the claimed areas formed part of the true urban area of Derby, asserting that they were independent places with lively community interests of their own. People in these areas would have to pay much higher rates and in return would receive no better local government services, and less local government representation. These people were under no greater obligation to contribute to the services and to redevelopment and expansion within the town of Derby than the inhabitants of a much wider region who also enjoyed the entertainment and shopping facilities provided by a large town, and in return contributed to the prosperity of its traders and trading undertakings. The suggested expansion would upset the balance of the three rural districts, for at present the average rateable value per head of population throughout the claimed areas was much higher than for the remainder of the districts, and the rateable value derived from the claimed parts had been available to assist the development of the more sparsely populated parts.

404. If the claimed areas were given to Derby, the county would lose about 10 per cent of its population and rateable value, and great difficulties would arise in providing education in the area of the South Divisional Executive, which covered Ashbourne urban district, Ashbourne rural district, Repton rural district, Swadlincote urban district and the western half of South East

Derbyshire rural district (which included the areas claimed). The suggested extensions would make the school population too small in the reduced area to form an efficient unit for administration, and it could not readily be absorbed by other divisions owing to the geographical spread. The county would lose 24 out of the division's 103 primary schools, and six out of 18 secondary schools. These 30 schools accommodated 45 per cent of the pupils in the division. The school population of the South Division would drop from 21,680 to 11,269. The number of children crossing the frontiers for schooling would certainly increase rather than decrease if Derby were extended, for although the number of pupils from the county attending schools in the county borough would probably decrease from 1,300 to between 900 and 1,000 the number of children in the county borough attending schools in the county would increase from about 190 to 750 and would rise further to 1,300 by 1971. If the county borough council decided to reduce the number of pupils attending schools in the county by providing for them in their own schools, then the county council would not have enough pupils for their schools at Etwell and Duffield.

DRAFT PROPOSALS

405. We proposed that Derby should be extended to include nearly the whole of the parishes of Alvaston and Boulton, Chellaston and Littleover, most of the parishes of Breadsall, Chaddesden, Sinfen and Arleston, Sinfen Moor and Spondon and parts of the parishes of Aston-upon-Trent, Elvaston and Swarkestone in South-East Derbyshire rural district; the whole of the parish of Darley Abbey, most of the parish of Allestree and parts of the parishes of Duffield, Mackworth and Quarndon in Belper rural district; and a substantial part of the parish of Mickleover and small parts of the parishes of Findern, Radbourne and Twyford and Stenson in Repton rural district.

406. This extension would have increased the area of Derby from 8,120 acres to 19,970 acres, its population from 132,000 to 211,000 and its rateable value on the old assessments from £2,130,000 to £2,856,000.

407. We said that the developed areas immediately outside the county borough boundaries at Breadsall, Chaddesden, Spondon, Alvaston and Boulton, Chellaston, Sunny Hill, Littleover, Mickleover, Darley Abbey and Allestree (extending into Quarndon parish) were substantially continuations of the town area. They were wholly residential and served as dormitories for Derby.

408. We considered that there was a case for including in Derby the land claimed for future development, except that in Mackworth parish. The village of Mackworth was separated from Derby and we were not convinced that with the other extensions which we proposed the land at Mackworth was really needed for the future requirements of an enlarged Derby. We thought that land at Sinfen would be necessary for development within the enlarged county borough.

409. Before proposing these substantial extensions we had considered both the needs of the county borough and the effect of the extensions upon the county and its services, especially education. Many built-up areas fringing large towns contained schools which also served the rural hinterland. If

this fact by itself were accepted as a sufficient reason for leaving such areas in counties, the very areas which most clearly belonged to and were part of the large towns would often have to be left outside them. There was, however, no reason why, when such areas became part of the county borough, cross-boundary arrangements should not be made for the children from rural areas, and we had assumed that the county borough council would be ready to make any reasonable arrangements. Admittedly some problems would be bound to arise, if only because of the amount of school building that had taken place since the war in the areas to be transferred; these problems could, however, be solved given willingness on both sides.

410. County borough extensions usually involved the adjoining county in some rearrangement of services and we recognised that our proposals for Derby would necessarily impose this task on Derbyshire. In the light, however, of the regulations (including that relating to balance of advantage) we concluded that the right course was to include in the county borough the areas which were suburban extensions of the Derby town area.

REACTIONS TO DRAFT PROPOSALS

411. Derby County Borough Council accepted the reductions which we had made to their claims, apart from the land at Mackworth, but the county council and the rural district councils strongly contested our proposals. At the conference the county council and others asked us to inspect the area once more to make sure whether or not the places in dispute were part of the town area, and later on we did look again at all these places accompanied by representatives of the authorities concerned.

VIEWS OF DERBY COUNTY BOROUGH COUNCIL

412. The council remarked that the boundaries of the county borough had not hitherto been altered to accord with the changed pattern of population. In 1949 the population of the county borough was 143,500. In the next ten years it had fallen to 131,000, while in the same period the population of South East Derbyshire rural district had risen from 72,500 to nearly 91,000, the population of Belper rural district from 28,000 to 30,000 and that of Repton rural district from 31,120 to 37,460. The greatest increase had been in South East Derbyshire rural district and had been almost entirely due to the growth of the Derby fringes. In 1978, on this basis, the population of the county borough would fall to 115,000, while the population of South East Derbyshire rural district would reach the same figure and then continue to increase.

413. It was important to realise that extensive development would undoubtedly take place both within the existing county borough and in the claimed areas, whether or not the boundaries of Derby were extended (though the extensions might affect the number of houses built by the Corporation and other authorities) and by 1981 the population of Derby together with the claimed areas would be about 250,000. What was in question was whether the existing boundaries would be right for this urban population. At present the population was governed by one county borough council, one county council, three rural district and 18 parish councils, with consequent confusion and variation in standards of service.

The shortage of land and the consequent steady drain of population had affected the county borough council's position adversely. For example they had devised plans for an inner ring road to cost about £3m. The width of the road and junctions were fixed not by the number of people within the boundaries of the county borough but by the number living in the whole urban area. Yet the cost of such projects (apart from any Government grant) had to be borne solely by the ratepayers living within the boundaries. There would be difficulties in housing too until one authority could undertake and supervise all housing and related development within the urban area as a whole. The county borough's position could only deteriorate if no extension took place.

414. On the other hand the suggested extension would not have any serious effect on county administration, as Derbyshire would remain an authority of substantial size with considerable financial resources. If the three rural districts proved not to have sufficient population and resources to carry on singly, the remedy would be amalgamation or reorganisation at the county review.

415. The extension ought, however, to include the 612 acres at Mackworth which we had left out, for our proposals seemed to provide only about 1,600 acres for new development as against a need by 1978 of 3,040 acres, made up of 2,400 acres for residential purposes, primary schools, local shops and smaller open spaces, together with 640 acres for other town needs, including industry, secondary schools and so forth. It ought also to include the part of the Spondon Power Station across the borough boundary in the parish of Elvaston.

VIEWS OF OTHER AUTHORITIES

416. The county council voiced their dismay at the prospective loss of 12,000 acres and 80,000 people, and explained that people living in the claimed areas had expressed in a postal plebiscite their unanimous objection to the transfer. These people would get no improvement in service, for the administrative record of the county council and the district councils in these areas was unchallenged, and they preferred a system allowing them a big share in government through representation on such bodies as divisional executives, school managers and library committees, as well as district and parish councils.

417. The county council contested our finding that all the claimed areas were substantially continuations of the town area, submitting that some of them were physically separated from the town by open country. In any case the people living in them were independent communities, without any closer or more special links than those arising from mere proximity, such as there would be if the people were making their living in the county borough or were receiving any benefit from corporation services other than what they paid for at the time of receiving it.

418. As for the amount of land needed by the corporation for building, the corporation's estimate seemed to them to be excessive, for it assumed a density of 20 persons an acre gross, and then added another 640 acres for secondary schools and ancillary purposes. Advice issued by the Ministry of Housing and Local Government had made it plain that this

density should be at least doubled. Besides, the possibility of developing at least 600 acres at Sinfen Moor had been confirmed by an engineering investigation conducted by a firm of private consultants.

419. Lastly, the cross-boundary arrangements entailed by our proposals would bring worse problems than might usually be expected to follow from an extension of the boundaries of a county borough. We had assumed that the county borough council would be ready to make the usual arrangements for educating pupils from the county, but actually the position would be the reverse, for the new county grammar school at Duffield and the new grammar and secondary modern schools at Etwall would be taking over 1,000 children daily from the enlarged county borough, and the cross-boundary arrangements involved would be between authorities following different policies, both in the organisation of secondary education and in their system of school administration.

420. South East Derbyshire Rural District Council, supported by the parish councils of Breadsall, Chaddesden, Spondon, Elvaston, Chellaston, Sinfen and Arleston, and Littleover maintained that the areas claimed were separated from the town area of Derby by physical breaks and were inhabited by lively communities, who were opposed to the transfer and satisfied with the services provided by the rural district council. The draft proposals were causing uncertainty about the future of the district, and this would lead to the departure of experienced and fully qualified staff who had been attracted to an authority enjoying delegated powers as of right.

421. Repton Rural District Council, supported by the parishes of Mickleover, Findern, Radbourne and Twyford and Stenson, likewise stressed the separateness of the claimed areas and the objections of the local inhabitants. They suggested that the urban sprawl of Derby might be restricted by building more multi-storey flats within the county borough or even by building a new town somewhere to relieve congestion both in Derby and in Nottingham.

422. Belper Rural District Council, supported by the Darley Abbey, Allestree and Quarndon parish councils, contended that while development had taken place round the old village centres, and this might have been due partly to the industrial expansion of Derby, the places were still separate and the transfer would be of no benefit to the inhabitants, who wished to preserve their rural way of life. They were glad that the draft proposals did not include Mackworth.

RECONSIDERATION OF DRAFT PROPOSALS

423. As mentioned previously, after the conference we made an inspection of all the disputed places in the company of the authorities concerned. Our inspection left us convinced of the continuity of physical development across the present boundary (which is quite clearly shown in the latest development plans as summarised in our Map G) and that with the exception of Mackworth all the places in dispute belonged to the town and not the country, though our draft boundary at Breadsall Hilltop, Chaddesden and Chellaston went out rather too far. We found no difference in character between the housing areas on either side of the boundary,

and although in some cases we could descry an old village street, the original village had been surrounded by a sea of suburban houses. We saw no more than minor shopping centres; the corporation motor and trolley buses serve all the areas and clearly the residents are greatly dependent on the shopping and entertainment facilities of the central area in the town.

424. It was contended on behalf of the county council that the joint effect of Markeaton Park, the technical college site and Darley Park was to break off Allestree from the town area of Derby. These two parks stand on either side of development, which is more than just ribbon development, continuously linking Allestree with the town area. They are in themselves urban uses of land. Darley Park is a corporation park which is pleasant to wander in because it is well landscaped and slopes down to the river. Yet with a large number of buildings in view from the site there is no feeling of being in the country, and the park is patently a local urban amenity. The grounds of the technical college lie between the extensive new development at Allestree and existing development in the city, but the towering technical college itself destroys any illusion that its site, and the Allestree development beyond it, are not part of the town area. Markeaton Park has open land beyond it which we accept marks the end of the town area. But this park does not lie between the city and Allestree and does not affect our view that Allestree is substantially a continuation of the town area.

425. It was claimed that there was an open break extending from Mackworth in the north to Sunny Hill in the parish of Littleover. It is true that development is not solid all the way from Derby to the parish of Mickleover, but it is pretty well continuous, with only the golf course providing some sort of break on one side of the road, and the city council need land here for building houses.

426. It was argued on behalf of South East Derbyshire Rural District Council that Chellaston was divided from the town area by a disused canal which provided a clear physical separation. We agree that the canal would give a clear boundary if it were right to put a boundary here, but this narrow canal, partly overgrown, is hardly noticeable and does not provide a break.

427. As for Spondon, it was claimed that this was linked with Derby only by the large British Celanese factory area, and that this factory area was separated from the town area by the washlands of the river Derwent and other open land. This claim concedes that Spondon is joined to the British Celanese area and it seems to us unreasonable to maintain that this large industrial area, which is within the boundaries of the county borough, is not part of the town area of Derby. In any case the washlands and the other open land consist largely of dirty scrub intermingled with railway and sewage works and a substantial amount of new industry, and the small part of the area used for grazing cattle does not lend a rural character to the scene. Moreover, Spondon is linked to Derby not only through the British Celanese area but also through the continuous development along Nottingham Road and through the Chaddesden housing estate, the major part of which is also within the boundary of the county borough.

428. Again, there is no doubt that these fringe areas are almost completely dependent for employment on the industries of the county borough. Industrial development is concentrated in the north, east and south of the county borough on about 700 acres compared with only fifty acres or so used for industry in the peripheral areas. In 1951, nearly 75 per cent of the 36,000 workers travelling daily to work-places in the county borough came from the rural districts and with the population increase of more than 20,000 in the rural districts during the last ten years the movement must have grown. Common observation shows that the movement is largely from the fringe areas; the figures given indicate its scale.

429. We do not under-estimate the many local activities and interests in the fringe areas, but all the evidence confirms our conclusion that these areas are suburbs of the town and the reasonably hard line between town and country lies beyond them.

430. Obviously the redevelopment of the centre of Derby and its road system will have to be planned to provide for a population of a quarter of a million, and we agree with the county borough council that it is a serious disadvantage for them to have their boundaries so fixed as to leave outside a large number of ratepayers in dormitory suburbs who, however content they may be with the services provided in the rural districts, will not be indifferent to the quality of planning and roads inside the present county borough. Besides, an integrated approach to the inter-dependent problems of traffic and land use is needed over the whole of the built-up area.(¹)

431. In Chapter II of this report we set out our views on certain social considerations applying to county boroughs. The movement of population which affects many county boroughs is a marked feature in the Derby area. Since 1921 the whole of the population increase of 72,000 in the area of Greater Derby took place outside the county borough boundary, and the county borough's share of the population fell from 90 per cent to 61 per cent, in spite of boundary extensions which have added nearly 3,000 acres. The future trend will be the same. By 1981 Derby as it stands is expected to decline by 15,000 while the county areas will gain about 46,000.

432. Even by 1951 there were striking differences in the social structure between the county borough and the fringe areas arising from the movement of population. In the census social classes I and II the number per 1,000 in the county borough was 118, that in the three rural districts was 193 and there is little doubt that the marked increase in the population in the fringe areas since then has widened these proportions. (Other figures relating to Derby are shown in Table I in Chapter II.)

433. Considering therefore the planning and traffic problems of Derby and the movement of population there is no denying the serious harm that will be suffered by the county borough if its boundaries are left as they are.

434. On the other hand the loss of these suburbs would not be so serious for the county. The county council agree that there will be fewer children

(¹) A note indicating the close correlation between the line of thought adopted by the Commission in their reviews and the line of thought of the Buchanan Report will be found on page 131.

travelling from the county area to county borough schools, the number falling from 1,300 to about 900. We foresee the need for arrangements for county borough children to attend the secondary schools at Duffield and Etwall, but these schools serve a growing area⁽¹⁾ which will remain in the county, and we would expect that over the years many or most of the places now occupied by county borough children will be needed for the growing county population, provision being made at the same time in Derby itself for county borough children. In other services some reorganisation would be necessary, but we see no reason to suppose that the two authorities could not help each other to achieve a satisfactory arrangement.

435. It remains to consider what amount of land is likely to be needed for new building. There is not much difference between the county council and the county borough council as to the number of people inside the county borough and fringe areas who will need to be housed on new sites, the former putting the figure at 49,070 and the latter at 55,700. Both are agreed that there are only 25 acres of building land left inside the county borough, so that the number of people to be housed outside ranges from 48,000 to 55,000. In the claimed areas the county council say there are sites for 15,720 persons allocated in the county development plan and not developed by 1961. The figure is thus reduced to 39,000 persons (on the higher estimate). At a gross residential density of 20 persons an acre suggested by the county borough and adding 640 acres for industry, secondary schools, open spaces, etc., the amount of land needed comes to some 2,600 acres instead of the 3,040 estimated by the county borough council. The boundary in our draft proposals includes 5,500 acres not allocated for any urban use in the development plans, and of this 3,200 acres are shown as draft green belt in the county's map of the fringe areas given to us, leaving a balance of up to 2,300 acres which might be capable of development as against the estimated need of 2,600 acres. Considering that the densities suggested by the county borough might well be increased and that the 640 acres for ancillary uses is probably on the generous side, we are satisfied that there will be enough land for houses inside the new boundaries without including the village of Mackworth. We also consider that the boundaries in our draft proposals should be cut back a little at Breadsall, Chaddesden and Chellaston, but extended to bring in the remainder of the land at Spondon occupied by the power station which will then be wholly within the county borough, and that the existing boundary which is partly undefined between Mackworth and the county borough should be drawn back a little to follow road lines.

PROPOSALS

436. Accordingly we propose that Derby should be extended to include most of the parishes of Chaddesden, Alvaston and Boulton, Chellaston, Sinfen Moor and Littleover, parts of the parishes of Breadsall, Spondon, Sinfen and Arleston and small parts of the parishes of Elvaston and of Swarkestone all in South East Derbyshire rural district; most of the parish of Mickleover, and small parts of the parishes of Findern,

(1) Excluding the Derby fringe area the parishes within 5 to 6 miles radius of Duffield and Etwall increased by 2,500, or more than 10 per cent, between 1951 and 1961.

Radbourne, Twyford and Stenson in Repton rural district; the parish of Darley Abbey, most of the parish of Allestree and small parts of the parishes of Quarndon, Duffield and Mackworth in Belper rural district. We also propose that a small part of the county borough next to Mackworth should be transferred to the administrative county. The boundaries of the county borough would be as shown on Map No. 7 and as described in the schedule contained in Appendix 6. As so enlarged we estimate that the county borough would have an area of 19,100 acres, a population of 215,000 and a rateable value of £9,260,000.

EFFECT ON THE ADMINISTRATIVE COUNTY OF DERBYSHIRE

437. The net effect of our proposals for the extension of the county boroughs of Derby and Sheffield, together with the smaller adjustments of county boundaries detailed in Chapter XIII, is to reduce the county by some 15,600 acres, 114,000 population and £3,425,000 in rateable value. With the very small net losses arising from our previously published proposals for the East and West Midlands General Review Areas Derbyshire's new area would be 619,200 acres, its population 651,000 and its rateable value £20,125,000. The detailed composition of these figures is given in Appendix I. We realise that these reductions would involve difficulties for the county administration during the period of adjustment, but we are confident that the county council are fully capable of overcoming these initial difficulties and that with a population of over 650,000 they would continue to provide services of high standards and diversity.

CHAPTER XII

Nottingham

DESCRIPTION OF AREA

438. The City of Nottingham stands almost wholly on the north bank of the river Trent, although over 2,000 acres at Clifton on the south bank were incorporated within the city by an extension of boundary in 1952. Nottingham was granted a charter by King Henry II in 1155 and became a county borough in 1888. The city, with a 1963 population of 315,000 and rateable value of £14,140,000, forms the nucleus of an urban area which includes the urban districts of Arnold (population 29,000), Carlton (40,000), Beeston and Stapleford (58,000) and, south of the river, West Bridgford (27,000). Together these five areas form a highly industrialised community operating large modern factories in the valleys of the Trent and its tributary the Leen. Here are located the large tobacco, cycle, pharmaceutical chemical and electrical engineering firms which help to provide the broadly based economy on which the prosperity of the area rests. Scattered elsewhere throughout the older parts of both the city and the north bank districts are numerous smaller factories engaged in the traditional lace, hosiery, clothing and engineering industries. Apart from Beeston and Clifton the whole urban area is underlain at shallow depths by coal, the working of which is now giving rise to problems of land subsidence. Well placed in relation to national communications, depending on the manufacture of consumer goods with good markets both at home and overseas and functioning as the regional centre for the East Midlands, the prosperity and continued growth of the Nottingham area seems assured. The population of the city and four urban districts has increased by nearly 25,000 over the past ten years and may well exceed half-a-million within the next twenty years.

VIEWS OF AUTHORITIES

439. The city council suggested some minor adjustments of the boundaries with the surrounding districts for the sake of removing anomalies and securing administrative convenience. They made it clear that for the sake of preserving good relations with the county authorities they had deliberately refrained from suggesting any of the major changes which they had desired in earlier years such as the incorporation of West Bridgford. The existing size and shape of the city had given rise to no special difficulties except for the need to concentrate for the future on higher densities in residential areas.

440. The county council and the district councils likewise informed us that they saw no need for changes other than minor adjustments. The county council maintained that the urban districts surrounding the city were all effective local government units with loyalties, traditions, feelings and centres of their own. These centres were far enough from the centre

of Nottingham to constitute centres in their own right, and their connections with the city were no greater than those that usually occurred when a large city was surrounded by urban areas.

DRAFT PROPOSALS

441. Having considered these views, we proceeded to make our own assessment of the position in and around Nottingham, for it is our express duty under the Act not merely to adjudicate on suggestions for change put forward by local authorities but to review the organisation of local government and to make any proposals within the scope of the Act that appear to us to be desirable in the interests of effective and convenient local government. We observed that four out of the five urban districts adjoining the city were connected with it by continuous development and looked to it for many purposes:—

- (a) Arnold urban district was still rural in its northern half, but its southern half, where development was continuous with that of Nottingham, was mainly residential with some industry, and this residential area was primarily a dormitory for Nottingham.
- (b) Carlton urban district was to a large extent a dormitory but it had important industries in the Trent Valley and a large colliery at Gedling. Half the working population in 1951 were employed in Nottingham; many Nottingham workers also went to Carlton.
- (c) West Bridgford urban district was connected to the city proper by the Trent Bridge and separated from the Clifton housing estate of the city by a narrow belt of undeveloped land. It was essentially a dormitory. Access to the centre of the city was easy and shopping and entertainment facilities within the urban district were therefore limited.
- (d) Beeston and Stapleford urban district comprised two parts which were amalgamated in 1935. Beeston, the larger part, could be regarded as physically a continuation of the city if the grounds of Nottingham University and Wollaton Park which separated it to some extent from the main built-up areas of the city were regarded as land in urban use. Although it had a considerable shopping centre it was still in many ways closely linked with the city. Its large industrial area crossed the city boundary and development plans provided for a continuous industrial belt. There was a substantial exchange of workers between the two places. Stapleford was separated from the main part of Beeston by a wedge of undeveloped land; its northern part was connected to the city by a broad ribbon of development along the Nottingham/Derby road.
- (e) The fifth urban district, Hucknall (population 23,000), was joined to the city by a ribbon of development, but was otherwise separated from it by a proposed green belt. It was primarily a mining community and its links with the city were less strong than those of the other four districts.

442. The city of Nottingham and the greater part of four of the surrounding urban districts thus formed one closely knit area of continuous urban development the administration of which was divided between the city

council, the county council and four district councils. The four urban districts were in fact as much a part of the town area of Nottingham as many areas already within the city, and so it looked as though it would make for more effective provision of such local government services as road maintenance and improvement, fire, police and ambulance if the area was administered as a whole. In the education service the incorporation of the surrounding county districts in the city would mean that the children living in them would have a wider choice of schools within reasonable travelling distance.

443. The case for some co-ordinated control of housing and planning seemed particularly strong. Having studied the census and development plan material available to us, we formed the view that housing needs, present and prospective, in the built-up area as a whole were likely to be much greater than could be met within the area. We understood that the Ministry of Housing and Local Government also took this view and were consulting the local authorities about it. Whether these needs should be met by peripheral development or by town development at a distance was a planning problem which had yet to be resolved. But plainly there was and would be a substantial need for more houses, and it was a need of the built-up area as a whole: to say that there was one problem for the city and another for the four adjoining urban areas appeared to us untenable. This single problem could best be tackled by a single authority able to use land within its boundaries to the best advantage as well as producing a single co-ordinated estimate of the overspill demand.

444. In order to achieve the unification of the built-up urban masses of Greater Nottingham and provide land for relieving congestion in the existing city, it appeared desirable to include within the county borough the main built-up areas of Arnold, Carlton and West Bridgford and at least the Beeston half of Beeston and Stapleford, together with a small area of Bingham rural district next to West Bridgford and the Cinderhill area of Basford rural district. Stapleford was in some respects still separate from Beeston, but its inclusion would avoid an administrative severance and have the advantage of bringing into the county borough the only large area of undeveloped land in the fringe areas that was free from subsidence. A small part of Derbyshire would go with Stapleford.

445. Admittedly these alterations would involve a substantial loss of rateable value to the county as well as considerable re-organisation of services in the south of the county, with extensive cross-boundary arrangements particularly in education. Yet no doubt the city council would be ready enough to make reasonable arrangements. The county would remain fully effective, and the difficulties of adjustment did not appear to outweigh the lasting benefit of a single authority for Greater Nottingham.

446. We therefore proposed that Nottingham county borough should be extended to include the whole of the urban districts of Carlton and West Bridgford, the urban district of Beeston and Stapleford less those parts lying west of the new course of the river Erewash, the developed parts of the urban district of Arnold, part of the parish of Nuthall in Basford rural district, and small parts of the parishes of Gamston and Holme Pierrepont in Bingham rural district, all in the administrative county of Nottinghamshire; and small parts lying east of the new course of the river Erewash

in the urban district of Long Eaton and in the parish of Sandiacre in South East Derbyshire rural district in the administrative county of Derbyshire. The county borough would have had an area of 34,170 acres, a 1962 population of 463,000 and a rateable value of £6,728,000.

REACTIONS TO DRAFT PROPOSALS

VIEWS OF NOTTINGHAM CITY COUNCIL

447. By the time our draft proposals had been issued there had been a change in political control of the Nottingham City Council and in their written comments the city said that these were acceptable to the council. They said it was "evident" that the replacement of the eight separate authorities in the government of the area by one local authority must result in very substantial improvement in effectiveness and in economy of administration. They discussed the need for undeveloped land in the vicinity of the built-up area to house overspill population, and suggested that a further 3,675 acres to the east of West Bridgford and to the south of Clifton should be added to the county borough to meet these needs. They submitted that no real problem would arise in regard to education or other services which could not be solved by arrangements between the city and the county.

448. In general, the city said: "The Commission's draft proposals are sound as the whole built-up area of the city and the four urban districts is, in fact, one common unit with a close community of interest insofar as work places and amenity are concerned, and the population of the urban districts rely on the provision of many facilities in the city which would otherwise have to be provided in the urban districts to produce the same level of amenity as now exists. The existing local government boundaries between the city and the four urban districts are largely artificial and any stranger proceeding through the whole conurbation would regard himself generally as being in Nottingham throughout".

449. The city stated that detailed evidence in support of these comments would be available for any inquiry. By the time of the statutory conference, however, political control had again changed in Nottingham and a few days before the conference the General Purposes Committee of the City Council had passed the following resolution:

"RESOLVED that the Local Government Commission be informed as follows:—As a result of a review by our responsible officers, we have now been informed that in the event of the Commission's proposals becoming operative, the future housing needs of the City can be met without need for additional lands at Holme Pierrepont, Tollerton and Barton in Fabis, which were the subject of comments. With regard to the Commission's proposals as a whole, the city council is anxious to avoid any conflict of opinion with the county council. It has no reason to make any claims and will therefore be content to accept such decisions as the Local Government Commission may recommend".

Their representative at the conference therefore asked that the paragraph of the comments on overspill should be deleted, together with the statement that detailed evidence in support of the council's comments would be

available for any inquiry. He regarded the remaining comments as a matter of record and as merely factual statements of the position. He made clear, however, that the statement that the city would not need any additional land for overspill was based on the assumption that the four districts were incorporated in the city as proposed.

VIEWS OF NOTTINGHAMSHIRE COUNTY COUNCIL

450. Nottinghamshire County Council opposed our draft proposals on the following main grounds:

- (a) Our proposals were unparalleled in a general review area. What was proposed was an addition to the City of Nottingham of 150,000 people, and four complete urban districts. There were only four other cases where we had proposed extensions of county boroughs to include the whole of an urban district. These four were West Hartlepool, Rotherham, Grimsby and Hull. In three of these cases it was perhaps intended to strengthen a marginal county borough. In some cases we were proposing to create county boroughs by incorporating several non-county boroughs and urban districts, but in these cases the district councils themselves had agreed. Of the four urban districts now proposed to be included in Nottingham, Beeston and Stapleford with a population of 57,000 came 16th in order of population among the 564 urban district councils in England and Wales, Carlton came 41st, Arnold 86th and West Bridgford 87th. All were well above a minimum size and Beeston and Stapleford were already at the point of looking forward to the administration of delegated functions.
- (b) It was not the case that the four urban districts formed part of Nottingham, for each had its own personality and each was different from the others. Admittedly Arnold and Carlton were physically connected with the city, but Beeston and Stapleford was divided from the city by a sizeable area of open land which formed playing fields, the university and Wollaton Park, and West Bridgford was cut off by the River Trent. All four urban districts were well equipped with shops, Beeston and Stapleford having the full range, and the others nearly the full range. Certainly the influence of the city must be strong, but that influence was something that arose out of proximity. As for journeys to work, commuting to work in the county was now proportionally as common as it was in London, and commuting had never yet been regarded as a reason for loss of civic identity. True, many persons from the urban districts travelled into the city to find work, but then many of them travelled from the urban districts out into other parts of the county or into neighbouring counties. In the case of Beeston and Stapleford there were a number of workpeople who travelled from the city into Beeston and Stapleford to work. This did not strengthen the connection between Beeston and Stapleford and the city, for the whole of the area from Nottingham to Derby had a complicated pattern of cross-movements to work. Many people from Derbyshire worked in Beeston, while people from the city worked in Beeston and in Derbyshire. These journeys were, therefore, of little relevance to local government boundaries.

- (c) The addition of the four urban districts to the city would lead to no improvement in services. The services within the city and the county were of the same high standard, and administratively the city and the county were equally favoured. True, it might be that in the city of Nottingham and/or in some of the urban district areas there would be a problem at some time concerning the housing of overspill, but this was strictly a planning problem, and not one for solution by us.
- (d) The removal of the four urban districts from the county would gravely damage the administration of county services in the south of the county, so that it would no longer be possible to provide the same standard of services as economically as before. The county services in the rural areas could be shown to be dependent upon the urban areas in the following ways:
- (i) *Fire Service.* The fire stations in the Beeston and Stapleford area, and particularly the Stapleford station, looked after the three adjoining parishes, and it would cause difficulty if these parishes had to be served from Hucknall or from Eastwood. The Arnold station looked after most of six adjoining parishes with a population of about 10,000, and these parishes could not be served from Hucknall owing to difficulties in communications. The Carlton station again looked after ten parishes. With the loss of the Arnold and Carlton stations this large area would, therefore, have to be served by the existing stations at Southwell or Bingham, which would be quite inadequate unless arrangements could be made with the city fire service. South of the river there were at present two fire stations, one at West Bridgford and one at Ruddington. Within the next few years these would be replaced by a whole-time fire station at West Bridgford, and there was no other fire station at all in the whole southern part of the county.
 - (ii) *Police Service.* There was nearly the same pattern as in the fire service. The police stations which served these four urban districts were so sited that they could serve other areas; particularly in the case of West Bridgford the areas were very extensive.
 - (iii) *Ambulance Service.* There was a 24-hour ambulance cover in Carlton, West Bridgford and Beeston and Stapleford, and a 16-hour cover in Arnold. Between them these four stations provided a 24-hour cover for the whole of the areas behind the urban districts, going up as far as Southwell and down as far as Stanford-on-Soar. If these four stations were taken away, it would not be economic to provide other stations to provide a 24-hour cover.
 - (iv) *Education.* The transfer to the city of the four urban areas, containing ten county selective secondary schools, would leave the county council without any such schools in the south of the county, so that all such education for the south of the

county would have to be provided by the city council under cross-boundary arrangements. This would mean that about one-fifth of the county's remaining secondary selective school population would be in schools not provided by the county council.

- (v) *Youth Employment Service.* Again the southern part of the county had West Bridgford as its focal point. It would not be economic to provide a youth employment service in the rural parishes unless there were enough children to justify an officer and an office.
 - (vi) *Library Service.* Both Arnold and Carlton were independent library authorities; the county provided extensive library facilities in Beeston and Stapleford. West Bridgford provided a base for mobile libraries serving the whole of the south of the county.
 - (vii) *Mental Health, Midwifery, School Health and Home Help Service.* The rural areas were dependent on services either placed in or operated from the urban areas.
 - (viii) *Services for the Blind, the Handicapped and the Old.* These services again were based on urban operational centres and West Bridgford acted as a base for the whole of the southern part of the county.
- (e) The right course would be, therefore, to leave the four urban districts in the county, as we had left Kingswood and Mangotsfield in Gloucestershire, on the grounds that Bristol had no need of these areas to strengthen its administration, but that they were of importance to the county as bases for county services.

VIEWS OF ARNOLD URBAN DISTRICT COUNCIL

451. The urban district council claimed that Arnold was now a sizeable community. While many residents worked in the city, the residential areas were not primarily dormitories for Nottingham, for about half the working population worked in places other than Nottingham. There were no closer links with Nottingham than those arising from mere proximity. Its citizens had not advanced any criticism of the local services, and a poll had produced an overwhelming vote against incorporation in Nottingham.

VIEWS OF CARLTON URBAN DISTRICT COUNCIL

452. The urban district council protested that Carlton was a virile community threatened with annihilation. There was nowhere any suggestion that the council had not a full range of satisfactory local government services, that it had failed in its duties as a local authority, that it had anything but an excellent record of administration, or that it had been anything but energetic in its progressive outlook. While the development of Nottingham and Carlton met in some places, Carlton was not a continuation of the "town area" of Nottingham; it ought to be left out of Nottingham, as we had recommended leaving Dunstable out of Luton.

VIEWS OF WEST BRIDGFORD URBAN DISTRICT COUNCIL

453. The urban district council said that there was no evidence that local government services would be improved by the suggested transfer. The river separated West Bridgford from Nottingham, and with the development of shopping facilities and local cultural and recreational organisations the links with Nottingham were growing weaker. Admittedly many people living in West Bridgford worked in Nottingham, but the interests arising from residence in a locality were more important than the place of work.

VIEWS OF BEESTON AND STAPLEFORD URBAN DISTRICT COUNCIL

454. The urban district council pointed out that their district exceeded in population other towns which we had considered able to provide district services effectively, and they would soon have a population of 60,000. Probably we should have accepted the district as an effective and convenient unit had it not been for its proximity to Nottingham. But much of the district was separated from Nottingham by a green wedge, and it was economically and industrially independent. Union with Nottingham would do nothing to improve the local services, and would serve only to increase the distances from the administrative centre for inhabitants, councillors and officers. There was widespread local opposition to the transfer.

VIEWS OF OTHER AUTHORITIES

455. Most of the remaining Nottinghamshire county district councils objected to our proposals on the ground of the harmful effect on county finances and services. As regards the proposed minor boundary extensions, Bingham Rural District Council accepted the transfer to the city of certain small parts of the parishes of Gamston and Holme Pierrepont, but Basford Rural District Council, supported by Nuthall Parish Council, objected to the transfer of part of Nuthall parish, claiming that the existence of the green wedge did not really divide this part from the rest of the parish, and proposing an alternative boundary change, as a result of which the Cinderhill Colliery, at present divided between the city and the county, would be wholly within the county.

RECONSIDERATION OF DRAFT PROPOSALS

456. After the conference we reconsidered our proposals in the light of the conference and in particular we studied the many arguments brought against the proposals by the county authorities. We discuss here the points which seem to us the most important:—first continuity of development then other links, then the balance of advantage, where our remarks are grouped under four headings—(a) positive advantages of the draft proposals; (b) their effect on the resources of the county as a whole; (c) their effect on services, particularly in the south of the county; (d) wishes of the inhabitants in the fringe areas.

CONTINUITY OF DEVELOPMENT

457. It was not seriously disputed by the county that there is substantial continuity of development within the meaning of the Regulations between Nottingham and Carlton and Arnold, and we are satisfied on the point. The fact that they were once separate and that growth has been from both sides

of the boundary does not alter the facts as they exist today. Nor can it be doubted that they owe their recent development to their proximity to and links with Nottingham.

458. The continuity with West Bridgford is in our view no less substantial. West Bridgford lies on the south bank of the Trent but it is closely built up to the river bank on a mile-long front, and has easy access to the central parts of the city; this access is used on a massive scale. Clifton, within the city, also lies on the south bank. In many large towns which have rivers running through them it would cause no little surprise to say that the river destroyed the urban continuity. Although there may be differences in the character of development on the two banks, these differences are no greater than are found within the boundaries of almost every county borough in the country and West Bridgford is completely urban in character.

459. It was argued that Beeston and Stapleford were cut off from the city by the university area and Wollaton Park, and that the "green wedge" between Beeston and Stapleford was a further circumstance making it impossible to hold that the district as a whole was substantially continuous with Nottingham. We have considered these points and have again looked at the area and we conclude as follows:—

- (i) (a) The university area is a break in normal residential development, but it is not a break in urban continuity. In addition to the administration and teaching blocks, the main university campus (287 acres) will accommodate a resident population of nearly 2,000 staff and students by 1965. It is an urban land use and acts as a link between adjoining parts of the city and Beeston, in which other university institutions are located and many more of the staff and students live. Universities, being "institutions in large grounds", are permissible in green belts, as was mentioned at the conference; but to imply that therefore they are not appropriate uses of land in towns and cities is unconvincing and not in accordance with the facts, for many towns have universities within their boundaries.
- (b) Wollaton Park, again, is a large open space but it is a city amenity. Newcastle's Town Moor. Southampton's Common, Bristol's Downs and many similar prized amenities are not thought of by anyone as breaking the unity of the cities where they are found. It does not seem to us that Wollaton Park should be so thought of. Besides this, it should be noted that there is a solid link of residential development between Beeston and Nottingham along a front of $1\frac{1}{2}$ miles to the west of Wollaton Park.
- (ii) (a) The "green wedge" between Beeston and Stapleford is a substantial one, although there is also some connecting development along the Derby Road. But the break was not thought sufficient to prevent the county from making them a single district, and if they are to be kept together (which is the view we have taken) it does not seem reasonable that the break between them should constitute a reason for regarding the whole district as separate from Nottingham. If they were not to be kept together, we would agree that the continuity with Stapleford is less substantial.

- (b) The draft green belt proposal in the county development plan, while it divides Stapleford from Beeston, is equally significant in *not* dividing Beeston from Nottingham: it includes the one with the other in the extended urban area which a green belt should envelop.
- (c) Still more explicitly, Vol. 2 of the Report of Survey accompanying the County Development Plan in 1952 says in reference to Beeston and Stapleford—

“The Urban District functions primarily as an integral part of the Nottingham Conurbation and is, in effect, a continuation of the east-west industrial belt which extends from Carlton Urban District through the City to Beeston”.

If this was a fair assessment of the situation in 1952, it can hardly be an exaggeration in 1964.

460. We also re-examined the small part of Nuthall parish which we proposed to include and we can find no reason for regarding it as other than a substantial continuation of the town area of Nottingham.

OTHER LINKS

461. It was not denied that there were many links between the city and the urban fringe districts, in employment, shopping, entertainment, professional services, etc. The main points of the counter-argument were:—

- (1) the districts had also their own shops, their own character, their own community life, their own local authorities, and a desire to remain independent;
- (2) the influence of Nottingham was not confined to the fringe districts but was regional.

462. We accept these as facts, but they do not do anything to prove that the links with Nottingham are anything but very close. It is quite possible and indeed very common for fringe areas to have both close links with a big city and also their own character, life and interests. The fact that Nottingham's influence goes far beyond the fringe districts proves that their links are not merely such as arise from proximity. We have here both proximity and other links. We accept that the urban districts differ in character from each other and from the city, but the city too, e.g., in Sherwood, Lenton, Aspley, Clifton, Bulwell, Sneinton, Wollaton and Mapperley, has communities which have their own individual character.

463. The 1951 journey to work statistics showed that only 9 per cent of those living in the city and urban fringe districts worked outside that area; this in itself is a strong indication of its overall unity. By contrast, there were heavy movements between constituent parts of the area: 70 per cent of employed persons resident in West Bridgford worked elsewhere within the urban area as did 60 per cent of those in Arnold and Carlton. The movement from Beeston and Stapleford was proportionately much less—21 per cent—but the reason for this is the continuation into Beeston of the main industrial belt referred to above. The link here is a two-way one—7,000 workers were travelling from Nottingham to Beeston and Stapleford in 1951, and 5,000 from Beeston to Nottingham. The

population information from the 1961 census and the housing records since 1951 suggest that when the full 1961 picture is known the 1951 pattern will be confirmed and may well be still more pronounced.

464. On reconsideration, therefore, we remain convinced that the four districts have closer and more special links with Nottingham than those which necessarily arise from mere proximity.

BALANCE OF ADVANTAGE

465. By far the greatest weight of argument was directed, and rightly so, to this aspect of the matter. We considered each of the many points raised and we here set out the substance of our further consideration on the ones which seemed to us to have most weight. Broadly these were:—

- (1) the contention that there was nothing wrong with the present services or system and no problems which could not be satisfactorily solved by agreement between the city and county authorities; the onus was on us to prove positive advantages in any change;
- (2) the contention that the loss of population and resources entailed by the draft proposals would greatly damage the county;
- (3) the contention that services would suffer, especially in the south of the county;
- (4) the wishes of the inhabitants in the fringe areas.

ADVANTAGES OF DRAFT PROPOSALS

466. We did not base our draft proposals on the view that the services provided by the city, county or district councils were inadequate, nor did they for their part criticise each other's services. The ground of our proposals was that since the city and the four fringe districts formed one substantially continuous area of urban development, many services could be more effectively organised if there were one authority for the whole instead of six.

HOUSING AND OVERSPILL

467. Our view that the case for some co-ordinated control of housing and planning was particularly strong seems to us to have been confirmed by what happened on overspill after the draft proposals were published. The conference was delayed to enable the city and county to try to agree at least on the extent of overspill needs in the city and fringe areas but they were unable to do so. The county say that the city has no overspill problem, but that the fringe areas need some more land for housing. The city disagree—but they now say that they would have no overspill problem if the boundaries were extended as we proposed.

468. Our view remains that the housing problem of the city and fringe areas must be considered as a single problem. The county disagree, but in spite of protracted consultations they have not even been able to agree with the city what the measure of the problem is. To point this out is not to criticise the two authorities, but to emphasise how difficult agreement is on such a problem, where different answers can emerge from different ways of looking at all the different factors—optimum density of development, suitability of land in the urban area for development, and so on. But such disagreements hamper progress in vital matters of housing and slum-clearance.

469. If one authority were responsible for the whole area with the housing need, and had moreover the room to find a substantial part of the solution we think there would be a solid gain to the people concerned. This view accords with what we have heard over and over again from authorities with overspill problems.

470. We do not accept the county's view that the overspill problem is not for us to consider. It is not for us to solve, but if the local government system is impeding a solution we have to take note of it, and we think that this is in fact the case.

PLANNING AND TRAFFIC

471. Overspill is an important aspect of planning, but our view was a more general one, namely that all aspects of town planning need to be looked at together over the whole of the built-up area of Greater Nottingham. Nothing that we heard at the conference seems to us to upset that view. The links between the city and the fringe areas are so close that the whole built-up area must be considered when taking decisions about the siting of new industry and new housing estates or when working out the effect of the future road pattern on existing buildings, particularly when designing the layout for the central area.

472. The balance to be struck over the next twenty years between the growth of traffic and urban amenity will have to be struck for the whole of Greater Nottingham, and the timing of the measures taken, as well as the measures themselves, will have to be painstakingly co-ordinated.⁽¹⁾ The present city lies in the centre of Greater Nottingham, providing a focus for the four fringe areas. The most effective way of securing the objects to which we have drawn attention would clearly be, it seems to us, for the city and the four fringe areas to be under one authority capable of taking planning decisions and implementing them for the whole of Greater Nottingham; it would also be more convenient that one authority instead of six should be responsible for the performance of this vital task.

EDUCATION AND OTHER SERVICES

473. The county denied the suggestion that under the draft proposals children living in the fringe areas would have a wider choice of schools within reasonable travelling distance. They said that every child in each of the fringe districts had a choice of schools—or of a school—which was complete in its range.

474. The point we were trying to make was that if the city and fringe areas were united for educational purposes, and the educational resources of the whole urban area were pooled, the choices available to children, or their parents, must be widened. The county are well aware of the value of schools with some special line or bias. With a road and transport system centred on the city, and with the great diversity of schools or courses which exist or could be developed in the city's extended area, there must be a greater chance—without greater expense—of suiting the

(1) A note indicating the close correlation between the line of thought adopted by the Commission in their reviews and the line of thought of the Buchanan Report will be found on page 131.

special needs and aptitudes of individual children and the wishes of their parents. A somewhat similar point can be made about the provision for educationally sub-normal and other handicapped children and about all personal services which cater for special needs. In later paragraphs we deal with the problems which our proposals would cause for the county, but here we make the point that positive benefits could be realised within the extended urban area by pooling or unifying the personal services within it.

475. Our view on reconsideration therefore is that on planning grounds, particularly housing, overspill and traffic, and also on personal services, there is a very strong case for unifying the local government of the city and the urban fringe areas.

EFFECT ON THE COUNTY OF LOSS OF POPULATION AND RESOURCES

476. It was represented that the county as a whole would be so weakened by losing a population of 150,000 and the resources of the fringe areas that they would be unable to keep up their fine record of administration. We agree that the loss would be a severe one, but we cannot see how it could be regarded as crippling. With a population of 455,000 the county would be in the upper middle range of counties in population and its rateable value would be £13.7m. It would certainly not have such big problems as many other counties have, either in sparsity or in remoteness from the more prosperous areas of the country. We have reviewed many counties which have no greater size or resources and we have found that their services were often of very high standard; we have no reason to believe that Nottinghamshire's would be any less high. On general grounds, we believe that a population of 455,000 is quite sufficient to enable fully effective services to be maintained.

477. But while we are looking at this aspect of the matter, it is right to consider also the prospect for Nottingham itself if no changes are made. The considerations set out in Chapter II are fully applicable in this case. In spite of acquiring Clifton in 1951, the city is estimated to have lost nearly 14,000 people by migration between 1951 and 1961. The estimated gain in the four fringe areas by migration is over 12,000 in that period. Private house building in the city during the decade represented about 11 houses per 1,000 population, but in the fringe districts 52 houses per 1,000 population. Even in 1951 Nottingham and its fringe areas had noticeably different proportions of the five "social classes" defined by the Census. This tendency to segregation must have gone further since 1951. In other words, the social balance which belongs to the resident population of Greater Nottingham as a whole is being steadily lost by its existing administrative divisions. In these circumstances, to suggest that all the city may need for the health of its local government is some land for any necessary municipal housing seems to us a sadly inadequate view.

COUNTY SERVICES

478. The last main group of objections was concerned with the effect of our proposals on the organisation of county services. Nottingham is a pronounced case of the common situation where fringe areas serve as bases for services in more rural areas. Road systems converging on the big

city, economy resulting from the urban element in the area served, and the actual case loads to which the service is geared make the loss of such areas a serious blow to counties. Here there is great dependence on the fringe areas, and the whole southernmost part of the county is served from West Bridgford for a number of purposes.

479. The area we refer to comprises Bingham rural district and the southern part of Basford rural district; it covers some 60,000 acres (about one-eighth of the whole county area); its 1961 population was nearly 40,000—a rapid growth since 1951 and one likely to continue. It is essentially rural, but has communities of some thousands at Radcliffe and Ruddington, while Cotgrave is planned to go up to 10,000. This area is served from West Bridgford for selective schools, youth employment, ambulances, mental health services, dental clinics, and several aspects of welfare. For other services, greater or smaller parts of the area are similarly served. In the same way the other fringe areas provide bases for services further afield, but their hinterlands are not nearly so extensive as West Bridgford's.

480. The argument against our proposals is that if the fringe areas are lost there will be upheaval or disruption in the services to the rural areas; or that uneconomical provision must be made for these areas separately; or that they must be served by arrangement with the city, which constitutes too great a loss of county responsibility and the rights of ratepayers to control the services they are paying for.

481. The problem is most serious and comes out most clearly in selective secondary education. Taking 1962 figures, our proposals would have reduced cross-boundary arrangements in primary schools from 415 to 166; in secondary modern schools they would have increased them from 299 to 436; but in secondary selective schools they would have increased them from 292 to 1,650. Of this 1,650, 1,409 are pupils who live further afield but attend fringe area schools or the two county schools within the city; and of the 1,409, 516 attend schools in West Bridgford. These figures are perhaps sufficient to indicate the extent of the problem.

482. It is not argued that cross-boundary arrangements are bad in principle—that could hardly be held, for they are very common and usually work without difficulty; the argument is that under our proposals here they would be excessive. On that, we think it fair to point out that the numbers involved are of the same order as are found in some other places even now: for instance total cross-boundary arrangements are around the 1,500 mark at Derby and York.

483. There is more than one way in which cross-boundary problems can be approached. In most places schools serving children from two authorities' areas have boards of governors on which both authorities are represented. Or the county could retain one or more schools in the extended city if they served, or would in time serve, a majority of county children. Lastly, further provision in the county will in any case be necessary as the education service develops and old schools are replaced and population increases. In some circumstances it may be right for this to include provision which would reduce the cross-boundary arrangements.

484. It is not for us to say which of these methods, or what combination of them at different times, will best meet the problem here, but the number of possibilities which is open seems to us to show that the problem is

soluble and no disruption of service need follow. Successful co-operation is implied, but the county have agreed with the city's statement that "these extra-district exchanges are conducted on an amicable basis", and the authorities are co-operating in many ways.

485. Cross-boundary arrangements are already made between the authorities for 4,750 further education students. The county say that in that sphere it is not nearly so important for parents to have access to local elected representatives who are responsible. We agree that such students are older, but parents who take an interest may well want to talk to those responsible, with their children's future jobs in mind. In fact their main recourse is to the teacher, or head. But the point we are making is that if there is nothing wrong in cross-boundary arrangements for 4,750 further education students, the drawbacks of cross-boundary arrangements for some 1,650 children at selective schools can perhaps be over-emphasised.

486. The administrative or clerical work which would be involved in cross-boundary arrangements for schools cannot in our view be regarded as a serious obstacle. Cross-boundary arrangements give rise to more complications of costing etc. in further education than in secondary, and our proposals would reduce them on the further education side, from 4,750 to some 3,000.

HEALTH AND WELFARE SERVICES

487. The health and welfare services are also dependent in varying degree as has been shown, on bases in the urban fringe, West Bridgford again serving the largest hinterland; but the effect of our proposals is not likely to be so great in any of these services as in the education service where substantial numbers are involved in regular daily attendance.

488. We must point out that many counties provide effective health services as well as education for areas much more sparsely populated than south Nottinghamshire, without reliance on major urban bases, and Nottinghamshire could certainly provide these services as well and as economically as any other county. It was said at the conference that new headquarters would have to be developed in the south—perhaps at Keyworth and East Leake. (A school clinic is already held at East Leake and another at Radcliffe.) It was said that services so provided would be of lower standard or more expensive. But we doubt whether excessive expense would be involved, bearing in mind that there will be some further increase of population in the southern area, and that the services are developing in any case⁽²⁾. Besides, in health services, as in schools, mutual arrangements between the two authorities can enable the present pattern of service to continue without disruption, at any rate until such time as there is a case for making further provision in the county separately.

489. We have studied what was said about other services. Generalising, it may be said that the organisation of services can be adapted in three ways according to the division of load between the urban fringe areas and the rural hinterlands—(i) retention of county bases or depots in fringe areas, (ii) mutual arrangements of various kinds, (iii) further provision in county

⁽²⁾ Nottinghamshire's Health and Welfare capital programme for 10 years (from 1961/2) totals some £1.87 millions while Nottingham's totals some £1.16 millions. (Cmd. 1973.)

areas. This will involve in some cases an increase of cost per head in the county, against which should be set off, if the whole picture is looked at, some scope for increased economy in the urban area. In other cases it will involve some loss of sole responsibility, as does any service jointly provided. But in no case need it involve disruption or a lowering of standards in the service.

490. We have implied in all this that mutual arrangements between the county and city are acceptable in many personal and other services but are likely to prove inadequate in dealing with land-use planning, roads and traffic. That is indeed our view. The repercussions and complexity of decisions in relation to the latter problems in this area seem to us far greater, and it is for that reason that we believe there would be a clear balance of advantage in uniting the urban area, even though it means administrative severance of the urban fringes from the rural areas. Moreover in the personal services there is some gain in pooling the resources of the urban area to be set against the problems of serving the rural areas. Add to this that in considering the balance of advantage we must have regard not only to the complexity of problems but also to the severity of their impact on people, and we cannot doubt that the impact of planning and traffic problems on people within the substantially continuous urban area is going to be very great, whereas—given that the personal services of both authorities are good, as they are—the fact that some services are provided by mutual arrangement is not going to make so great an impact on the person who receives them.

491. Finally, we would stress that while the advantages of having a single planning authority for the whole urban area will be permanent, the considerable adjustments in the administration of county services, which accounts for much of the objection, is a temporary disadvantage. Reorganisation will be tiresome and will throw up problems, but we have found no reason for thinking that it cannot be done.

WISHES OF INHABITANTS IN THE FRINGE AREAS

492. We are quite clear that the vast majority of inhabitants in the fringe areas do not want the changes we proposed. By these changes alone, however, as we see it, will they have a really effective voice in the tremendously important decisions of the future about planning and traffic in the whole urban area—for instance, the broad volume of traffic acceptable in the central area, the facilities to be provided there and the consequences for the fringe areas themselves. Acting independently, they might well take decisions inconsistent with those taken in the city, in a way which would add to the problems: to take all such decisions by agreement between authorities would be very difficult in circumstances such as we find here. The fringe areas will not be disfranchised under our proposals: they will have a bigger voice than they have now in many big questions which will closely concern them, although they will have a smaller voice than they have now in many smaller matters.

493. On the other hand, we do not believe that community life or the special character of these areas would be lost if they became part of Nottingham. Most of the people living in the fringe areas must have

interests of one sort and another in the city, as well as more local interests. If, as we believe, the time has come when their links with the city ought to be the basis of their local government, we see no reason why the more local interests should evaporate.

494. Thus, while we are sorry to go against the expressed wishes of so many people, we believe that those who want to remain under a separate local authority have not made an adequate assessment of the future needs of the area, but have on the other hand feared consequences to their community life which need not come about.

MINOR MODIFICATIONS

495. In finally defining boundaries for the county borough, we have departed in detail from our draft proposals at several points, notably at Carlton where we have excluded an undeveloped strip to preserve the separate identity of Burton Joyce village; at West Bridgford where we think the Nottingham Ring Road, which would otherwise be partly in Basford and Bingham rural districts, should be managed as an integral part of the Nottingham traffic system; at Toton in Beeston and Stapleford urban district where we think the new course of the River Erewash is the most appropriate boundary with Derbyshire in continuation of proposals agreed between the two counties elsewhere along the course of the river; at Strelley, where we have excluded from the city a very small part of the proposed M.1 motorway; at Hucknall and Bestwood Park where we include two small areas intended for building by the city council; at Holme Pierrepont where we follow the Holme Cut, the new course of the Trent; and two very minor incursions into the parishes of Strelley, Trowell and Lambley in order to simplify road maintenance.

PROPOSALS

496. We therefore propose that Nottingham county borough should be extended to include all of the urban district of Beeston and Stapleford except those small parts lying west of the new course of the River Erewash, most of the urban districts of Carlton and West Bridgford, the developed part of the urban district of Arnold, part of the parish of Nuthall and small parts of the parishes of Strelley, Bestwood Park, Ruddington, Lambley and Trowell in Basford rural district; a small part of the urban district of Hucknall and small parts of the parishes of Gamston, Plumtree and Holme Pierrepont in Bingham rural district—all in the administrative county of Nottinghamshire; and small parts mainly lying east of the new course of the River Erewash in the urban district of Long Eaton and in the parish of Sandiacre in South East Derbyshire rural district in the administrative county of Derbyshire; and we propose that small parts of the county borough on the western boundary should be transferred to the administrative county of Nottinghamshire. The county borough, with boundaries as shown on Map No. 8 and described in the schedule contained in Appendix 6, would have an area of 34,100 acres, a population of 469,000 and a rateable value of £20,060,000.

497. Before reaching our final decision we had another look at the total effect of our proposals on the county. The net effect of our proposals for extension of Nottingham county borough and of the smaller changes in the county boundary discussed in Chapter XIII, is to reduce the county by some 19,000 acres, 156,000 in population and £5,982,000 in rateable value. Taking into account a small loss arising from our proposals for the East Midlands General Review Area, Nottinghamshire's new area would be 501,900 acres, its population 455,000 and its rateable value £13,695,000. The detailed composition of these figures is given in Appendix 1. We recognise the difficulties that must result from the reorganisation involved, but we have no doubt that the county council would surmount these difficulties and that with the resources arising from a population of 455,000 they would maintain the high standard of their services.

CHAPTER XIII

Minor Alterations to County Boundaries

498. We propose that county boundaries should be altered to the lines described in Appendix 6 and illustrated on Map No. 1. Most of these changes consist of removal of obvious anomalies and have been agreed by the authorities concerned. We therefore discuss only those that have been disputed.

499. The boundaries of the West Riding of Yorkshire with Westmorland, Lancashire and Cheshire and the boundary between Derbyshire and Cheshire will be dealt with in future reports, except those parts of the West Riding boundaries with Lancashire and Cheshire which were included in the West Yorkshire Special Review Area.

EAST RIDING OF YORKSHIRE

BOUNDARY WITH THE NORTH RIDING

500. Part of the county boundary between the North and East Ridings follows the course of the river Derwent where it separates the urban and rural districts of Malton in the North Riding from the urban and rural districts of Norton in the East Riding. Malton Urban District Council expressed the view that the four districts should be amalgamated as they were no longer individual economic units of local government and the two urban districts formed part of one town area. They thought, however, that parts of Norton rural district which were cut off by the Wolds from the Vale of Pickering might be better served by inclusion in other contiguous districts. The urban district council considered that the amalgamation of the four districts would be sound planning and the only sensible method of long term local government organisation. The council said that they would prefer to stay in the North Riding but they thought the merger so important that if necessary they would be prepared to be transferred to the East Riding.

501. The other three district councils objected to the suggestion, and the two county councils maintained that the river was an excellent boundary and could not be improved.

502. We made no draft proposals for adjustments to the boundaries of the Ridings; instead, as explained in Chapter V, we put forward five possibilities for the future of the Ridings on which we invited discussion at the statutory conference. One of these was that there should be only minor changes to the county boundaries, including the transfer of Malton urban district to the East Riding. We added, however, that the urban district had strong links with Malton rural district and if that, too, were transferred it would be difficult to find a satisfactory boundary. It seemed to us better to retain the existing boundary of the river Derwent than to make a minor alteration here, unless the solution for this problem could be found in a wider context.

503. Malton Urban District Council said that they did not wish to comment on our statement of draft proposals and had nothing to add to what they had told us earlier. We have explained in Chapter V that in the context of the future of the Ridings we do not think there would be sufficient justification for transferring Malton. Nor do we think that there is sufficient case for changing the boundary here simply as a boundary issue.

WEST RIDING OF YORKSHIRE

BOUNDARY WITH THE EAST RIDING

504. Selby Urban District Council, West Riding, proposed that the parish of Barlby on the opposite side of the river Ouse in Derwent rural district, East Riding, should be amalgamated with the urban district. They claimed that development had extended over the river from Selby and that the two areas were virtually one community, linked by the Selby toll bridge: there was a daily exchange of workers, and shopping, entertainment, and other facilities in Selby were enjoyed by the residents of both areas. The urban district council considered it reasonable that Barlby residents should share the rate burden. Selby would also be a more convenient administrative centre for the parish than the Derwent rural district council offices in York.

505. The East Riding County Council and Derwent Rural District Council opposed this suggestion. The county council said that it would be impossible to find an effective boundary to replace the Ouse and that interchange between the two counties was limited by the inadequate toll bridge. The building of a proposed by-pass and new bridge some distance from Selby would not alter the situation. The rural district council considered that the claim was mainly for aggrandisement. They maintained that the inhabitants of Barlby were quite satisfied with the present administration and would receive no benefit from amalgamation, but would have to pay higher rates. The adverse financial effect of the proposal on the rural district would be considerable. The West Riding County Council preferred to retain the river as the boundary.

506. The various possibilities for the future of the Ridings which we discussed in our statement of draft proposals included the transfer of Selby to the East Riding. In Chapter V we have explained that we do not think that this would be justified. This still leaves for consideration the transfer of Barlby to the West Riding, although in their representations on our statement of draft proposals Selby said that they did not wish to press for amalgamation with Barlby and that they now favoured no change.

507. There are clearly links between Selby and the part of Barlby immediately across the river, but as we said in our draft proposals it is questionable how much benefit would be gained by uniting them. Moreover, there would be disadvantages in transferring Barlby without also transferring the surrounding villages which look to it as a centre; it would be difficult to find such a well defined boundary as the present one; and no authority is now in favour of the suggestion. We have decided, therefore, to make no proposal to alter this boundary.

508. Ripon and Pateley Bridge Rural District Council proposed that five parishes from Wath rural district in the North Riding should be transferred to the West Riding. The A.1 would be the new boundary. The population involved was about 800 and the area 5,600 acres. Benefits which the council claimed would flow from this proposal were that the extraction of sand and gravel from the river banks and other questions of riverside amenities would be the responsibility of one planning authority; electors, ratepayers and purchasers of property would no longer suffer the confusion which arose from the present unsatisfactory boundary; and the claimed parishes could continue to be administered from Ripon. The council also considered that the present boundary would obstruct the purpose of the county review. Wath Rural District Council objected to this proposal; they had no desire to be divided or transferred to the West Riding. The North Riding County Council also objected. The West Riding County Council dissociated themselves from the proposal, considering it too small to be worth the dislocation which would be caused by the alteration of a good natural boundary. Our draft proposals did not include the change.

509. At the conference, Ripon and Pateley Bridge Rural District Council did not pursue their suggestion and as explained in Chapter V we are proposing the transfer of the Harrogate, Knaresborough and Ripon area to the North Riding.

NOTTINGHAMSHIRE

BOUNDARY WITH THE WEST RIDING

510. The old market town of Bawtry in Doncaster rural district has spread westwards across the county boundary into that part of the parish of Harworth which projects into the West Riding from Worksop rural district in Nottinghamshire. The two county and two rural district councils originally agreed that no change was necessary, but Bawtry Parish Council and the Yorkshire Parish Councils Association suggested the transfer of the north ward of Harworth parish to the West Riding so as to put Bawtry wholly in one county and to improve the awkwardly shaped boundary in this area. Doncaster Rural District Council gave their support to this suggestion while Nottinghamshire County Council considered that if an alteration was necessary a wider exchange of territory which would put Bawtry into Nottinghamshire might be appropriate.

511. We considered that the suggestion made by Bawtry Parish Council and the Yorkshire Parish Councils Association was all that was necessary here and we included it in our draft proposals.

512. Doncaster Rural District Council agreed with us, and the West Riding County Council were prepared to accept either the draft proposal, subject to minor amendments, or no change. Worksop Rural District Council suggested that Bawtry and Austerfield parishes and part of Tickhill urban district should be transferred to Nottinghamshire from the West Riding because of the links which existed and would develop in the future between these places and the Harworth/Bircotes area in Nottinghamshire. Worksop thought that there would be expanding industrial and housing development in this area, and that the boundary we had proposed would prove unduly restrictive.

Their suggestion was supported at the Nottingham conference by Harworth Parish Council and the Nottinghamshire Association of Parish Councils. Nottinghamshire County Council preferred Worksop's proposals if any change was to be made. The West Riding authorities and the Yorkshire Parish Councils Association opposed Worksop's proposals.

513. We are satisfied that Bawtry should be united under one authority, for there is evidence of disadvantages in the present division of the town. We were told, for instance, that the installation of lighting along part of what was then the trunk road A.1 had been delayed because two lighting authorities were concerned. Bawtry could be placed wholly in the West Riding, as in our draft proposals; or wholly in Nottinghamshire, as Worksop suggested. We are not, however, convinced by Worksop's arguments. We do not think that there is a strong community of interest between Bawtry and Harworth/Bircotes, which unlike Bawtry, is basically a mining community. Nor are we convinced that there is likely to be any spectacular growth of the Harworth/Bircotes settlement, certainly not to the extent of linking physically with Bawtry. The boundary we have proposed still leaves room for growth of Harworth/Bircotes within Nottinghamshire. Another disadvantage we see in Worksop's proposal is that it would involve the transfer of a much larger area and many more people, who would then be further from their district and county council offices. In view of all these considerations we have decided to adhere to our draft proposal, subject to minor alterations. (Map No. 1, part 6.)

BOUNDARY WITH LINCOLNSHIRE, PARTS OF LINDSEY

514. Gainsborough Rural District Council in Lindsey suggested the transfer of seven parishes from East Retford rural district in Nottinghamshire in view of their links with and their nearness to Gainsborough, from which Gainsborough rural district is administered, and their similarity to Gainsborough rural parishes. Lindsey County Council and Gainsborough Urban District Council supported the suggestion, but it was opposed by the Nottinghamshire authorities. We said in our draft proposals that the River Trent was a good county boundary here and that we saw no sufficient reason for departing from it. Gainsborough did not renew their suggestion, and we have decided to make no proposal for alteration of this boundary.

515. The two county councils and Welton Rural District Council agreed that Broadholme parish in Newark rural district, Nottinghamshire, which is practically surrounded by Lincolnshire parishes, should be transferred to Lindsey. Newark Rural District Council were content to let the Commission decide. We adopted the agreed proposal in our draft proposals and have included it in our final proposals. (Map No. 1, part 12.)

DERBYSHIRE

BOUNDARY WITH LEICESTERSHIRE

516. The southern part of Derbyshire lies between Staffordshire to the west and Leicestershire to the east. In our report to the Minister on the East Midlands General Review Area we made proposals for the northern part of the Derbyshire/Leicestershire boundary between Castle Donington rural district and South East Derbyshire rural district, but we said (para. 310) that we were looking further at the whole of the south-western part of Derbyshire in the course of our review of the York and North Midlands General Review Area.

517. The Derbyshire/Leicestershire boundary south of South East Derbyshire rural district runs between the settlements in the coal and clay mining areas of the South Derbyshire Coalfield. In Derbyshire the coalfield is centred on Swadlincote urban district and extends into Repton rural district, which is split in two by the urban district; the detached parishes constitute the southern tip of Derbyshire and are still rural although underground mining is spreading into them. In Leicestershire the coalfield extends into Ashby Woulds urban district and the parishes of Oakthorpe and Donisthorpe and Measham in Ashby de la Zouch rural district.

518. During our review of the East Midlands General Review Area we received numerous suggestions for alterations to the county boundary in this area. Leicestershire County Council claimed the southern part of Smisby parish in Repton rural district on the grounds that the village of Smisby was divorced from other development in Derbyshire but was immediately adjacent to Ashby de la Zouch urban district, to which it looked as its natural centre and from which local government services could be provided more conveniently. This was opposed by the Derbyshire authorities. Derbyshire County Council proposed only a minor adjustment to the boundary at Smisby.

519. Conflicting suggestions were put forward for adjusting the boundary along the main road A.50, between Woodville and Ann Well Place.

520. Repton Rural District Council suggested that an area including Boothorpe village in Ashby Woulds urban district should be transferred to Derbyshire on the grounds of its close affinity with the parish of Woodville in Derbyshire and its remoteness from other development in Leicestershire. The Leicestershire authorities opposed this.

521. Derbyshire County Council, with the support of Swadlincote Urban District Council, suggested that Albert Village should be transferred to Derbyshire because of its community of interest with the Church Gresley area of Swadlincote and its remoteness from other Leicestershire development. The Leicestershire authorities opposed this although the county council said later at a meeting with the Commission that they would not object if we decided to transfer the village to Derbyshire, but if that happened they would press their claim for Smisby.

522. Both county councils agreed on a transfer of land at Swains Park to Ashby Woulds urban district since it contained a sewage disposal works belonging to that authority. Later, however, Derbyshire County Council and Swadlincote Urban District Council said that the works served principally Albert Village, which they had asked for, and that it should be in the same county as the village.

523. Ashby Woulds Urban District Council asked that the parish of Overseal should be transferred to Leicestershire so that, together with Oakthorpe and Donisthorpe and Measham parishes from Ashby de la Zouch rural district, an enlarged urban district could be proposed at the county review. Derbyshire County Council and Repton Rural District Council opposed this claim and their own suggestion for this area was that the Spring Cottage area of Ashby Woulds urban district should be transferred to Derbyshire.

524. At the commencement of the York and North Midlands review, Derbyshire County Council expressed the opinion that no major change of the boundary in this part of the county was necessary but they renewed the proposals for minor boundary changes which they had made during the East Midlands review. Repton Rural District Council, however, proposed a major change which, if accepted, would render unnecessary all the earlier suggestions except that for Smisby. This was that the whole of Ashby Wolds urban district and part of the urban district of Ashby de la Zouch, including the village of Blackfordby, should be transferred to Derbyshire in order to provide a more suitable and realistic county boundary. This was opposed by the Leicestershire authorities: the county council said that any anomalies in the county boundary could be removed by implementing the proposals which they had made during the East Midlands review.

DRAFT PROPOSALS

525. In our draft proposals we said that the working of coal and clay gave rise to a community of interest over the whole area and presented common problems to the local authorities on each side of the county boundary. Much needed to be done to counter the devastation of the landscape, to combat atmospheric pollution and to renew and replace much of the existing property. To these problems was added the shortage of suitable building land because of severe mining subsidence. We were of the opinion that the planning of the area, the allocation of the available land and the tackling of the problems of redevelopment and rehabilitation could best be undertaken if the area were wholly within one administrative county. This could be achieved by uniting it either in Derbyshire or in Leicestershire. The choice was a difficult one but we concluded that on balance it would be preferable to unify the area in Leicestershire. We therefore proposed that nearly the whole of the urban district of Swadlincote; the whole of the parishes of Castle Gresley, Catton, Cauldwell, Coton in the Elms, Linton, Lullington, Netherseal, Overseal, Rosliston, Walton-upon-Trent and Woodville, most of the parishes of Drakelow, Hartshorne and Smisby, and a part of the parish of Brethby, all in Repton rural district, should be transferred to Leicestershire. This area was 24,900 acres and contained a population of 34,000.

REACTIONS TO DRAFT PROPOSALS

526. Derbyshire County Council agreed with us that the coalfield should be wholly in one county, but considered that this should be achieved by transferring the Leicestershire part to Derbyshire. They said that the greater part of the coalfield was already in Derbyshire and that it was extending further into the county. They argued that there would be less disturbance in transferring 10,000 persons from Leicestershire to Derbyshire than by transferring 34,000 persons in the other direction. The detached parishes of Repton were administered quite conveniently from the rural district council offices in Burton; and decentralisation of county services to Derby and Swadlincote made the distance from Matlock immaterial. To transfer Swadlincote would deprive the parishes to the north of their base for services. For shopping and entertainment the Repton parishes relied on Swadlincote and Burton rather than Leicester. The bus services

were centred on Swadlincote and Burton ; and to travel from the detached parishes to Leicester would entail changing at Burton or Ashby. If the Commission's proposals for this area and for Derby were adopted, the county would have a difficult task at the county review.

527. Swadlincote Urban District Council supported the county council and said that Leicester would not be so convenient as the county divisional offices at Derby. Repton Rural District Council said that they did not think it was vitally important for the whole coalfield to be in one county, but if the Commission decided that it should be, then they would support Derbyshire County Council's views. All the parish councils directly affected were represented at the Conference and opposed the draft proposals : their main points were that they would get no better services than they did from the rural district and the county council ; that it was against the wishes of the inhabitants, and that Leicester would not be a convenient administrative centre for south Derbyshire because of inadequate public transport.

528. Leicester County Council agreed that there was merit in putting the coalfield under one local authority and supported the draft proposals. They conceded that the greater part of the coalfield was in Derbyshire, but said that the Leicestershire part produced more coal. They also pointed out that the South Derbyshire and Leicestershire coalfields were in the same National Coal Board area, which had its headquarters at Coleorton in Leicester. They denied that administration from Leicester of the area to be transferred would be inconvenient and pointed to the good 'bus service along the A50 to Leicester and the fact that the new county council offices would front this road on the Swadlincote side of the city.

RECONSIDERATION OF DRAFT PROPOSALS

529. The number of separate proposals for boundary changes is indicative of the need for some adjustment. On the other hand there is no serious criticism of the way in which county services have operated in the past, and Derbyshire and Leicestershire have a good record of mutual co-operation. In view of the strength of opposition of the district councils and other bodies on both sides of the county boundary to being transferred to another county, we have concluded that the benefits of a single authority would not be sufficient to justify transfer to Leicestershire of so large a Derbyshire population, or the transfer even of a smaller Leicestershire population to Derbyshire. We therefore confine our proposals to relatively minor alterations to remedy clear anomalies in the county boundary in this area.

530. The largest of these is at Albert Village (Map No. 1, part 16), which is virtually continuous with the Church Gresley area of Swadlincote urban district. It seems to us that it would be more convenient for the inhabitants of the village to receive their local government services from Swadlincote than from any urban centre in Leicestershire and we therefore propose an alteration to the boundary whereby the village would be transferred to Derbyshire. It would be reasonable to transfer at the same time all those properties which look to the village as a local centre, but it would be unsatisfactory to fix a boundary drawn tightly round this area since, as clay workings advance, a visible boundary would in many places be obliterated.

We propose instead a boundary somewhat further from the village which will follow roads and the railway and so will provide a visible and permanent county boundary. This, incidentally, will have the advantage of transferring along with Albert Village, which is likely to need substantial local authority expenditure because of subsidence, the rateable value of the adjacent clay workings. It will also unite under one authority the area between Spring Cottage and Overseal, where subsidence is likely to affect land drainage, roads, sewers and other services over an area which is at present split between the two counties. We recognise that this transfer will have a serious effect on Ashby Woulds urban district, but the future of that district will in any event have to be considered by the county council at the county review.

531. Our only other proposals for this part of the Derbyshire/Leicestershire boundary are along the stretch of the A.50 between Woodville and Ann Well Place (Map No. 1, part 16), where we consider that the road and properties fronting it should be wholly in Derbyshire for part of its length and wholly in Leicestershire for the rest. We also propose a very minor adjustment south-east of Smisby Village, to put the whole of a road in Derbyshire.

BOUNDARY WITH NOTTINGHAMSHIRE

532. The two county councils suggested a total of 88 alterations to their common boundary, most of which had been agreed between them and were acceptable to the district councils concerned. These have been incorporated, with one or two minor variations, in our final proposals. The remainder are discussed below.

533. Nottinghamshire suggested that the village of Pleasley in Blackwell rural district (Map No. 1, part 13) should be transferred to Nottinghamshire, while Mansfield Borough Council proposed that the whole parish should be transferred. Both suggestions were opposed by the Derbyshire authorities. In our draft proposals we said that the river Moden, which was the county boundary, flowed between Pleasley village in Derbyshire and Pleasley Hill in Nottinghamshire and that otherwise these two communities were physically one. We considered, nevertheless, that neither of the proposed alterations would provide a satisfactory county boundary and we agreed with Derbyshire that the existing boundary, which was clearly defined and gave rise to no difficulties, should remain unaltered. This was accepted by both Nottinghamshire and Mansfield, and accordingly we make no proposals.

534. To the north-east of the village at Pleasley Vale, both county councils suggested that mill premises straddling the river should be wholly within one county. It is plainly inconvenient to have rateable properties divided among two rating authorities, and our draft proposal that they should be wholly in Nottinghamshire proved acceptable to all concerned. We therefore make this our final proposal.

535. The two county councils agreed that the boundary at Langley Mill (Map No. 1, part 14), which split factory premises, should be re-aligned with the river Erewash, thus transferring territory from Derbyshire to Nottinghamshire. Heanor Urban District Council suggested, however, that this boundary

should follow the Erewash and Cromford canals, thus transferring territory from Nottinghamshire to Derbyshire. In our draft proposals we said that we did not consider that the reasons advanced by the district council were strong enough to override the proposal made to us by the county councils, which we therefore adopted in our draft proposals. The Nottinghamshire authorities and Derbyshire County Council accepted this, but Heanor asked us to consider again their suggestion that the boundary should follow the canals rather than the river. They contended that the Langley Mill part of Heanor extended over the river Erewash, which here was only a small winding stream, to the man-made boundary formed by the canals and railway line. The principal occupier of the land between the river and the canals was Vic Hallam Limited, an industrial concern which had originated in Heanor, where most of its workers still lived, and moved to its present premises partly astride the county boundary, when the firm became too large for its premises at Marlpool in Heanor. For further expansion the firm had recently acquired 8½ acres of land in Heanor divided from its existing site by the river, which we had proposed should be the new county boundary. Eastwood Urban District Council, in opposing this claim, did not think that the area would be better served if it were transferred, and said that Vic Hallam Limited would be happy for the present position to continue. On the other hand, the urban district would suffer a substantial loss, consisting of 60 per cent of all its industrial rateable value. We are in no doubt that in this area a new boundary should be found which is clearly defined and does not run throughout rateable properties. Either the river or the canals would afford such a boundary, and we now think that the latter would be preferable. The factory premises of Vic Hallam Limited certainly look more like part of Langley Mill than of Eastwood owing to their closeness to Langley Mill and to the fact that the canals are more prominent than the winding little river. To choose as the new boundary the Erewash Canal (part of the Grand Union Canal), i.e. the canal nearer Heanor, would not only make the boundary look more reasonable but would also have the advantage of uniting the whole of the land owned by Vic Hallam Limited in one area where most of the workers live, without seriously affecting Eastwood urban district, for their loss of rateable value would be only £3,916 out of £98,868. We have therefore adopted the canal as the boundary in our final proposals.

536. The county councils proposed that the Ilkeston Junction area between the existing county boundary and the railway (Map No. 1, part 15) should be transferred from Basford rural district in Nottinghamshire to Ilkeston Borough in Derbyshire. Ilkeston Borough Council agreed but suggested also the transfer of Awsworth, Cossall and Trowell parishes from the rural district. Basford Rural District Council opposed both these suggestions. We saw no reasons for transferring the larger area and in our draft proposals accepted the suggestion made by the county councils. Ilkeston Borough Council welcomed the draft proposal but again urged that the larger area be transferred. This was opposed by all the other authorities concerned and we see no justification for it. The claimed area is largely cut off from the borough by the river and the railway, and there are no planning proposals whereby the tenuous physical links between them are likely to be strengthened.

537. Beeston and Stapleford Urban District Council in Nottinghamshire opposed the suggestion of the two counties that the county boundary in the Sandiacre/Cross Street area should be adjusted to follow the present course of the river Erewash. They suggested instead the transfer to Nottinghamshire of the parish of Sandiacre, or that part to the east of the proposed motorway, and a small part of Stanton-by-Dale parish, both in South East Derbyshire rural district. If only a minor adjustment was needed, they suggested that the boundary should be moved westwards to the canal. In our draft proposals we recommended that Stapleford should be included in Nottingham county borough and, bearing this in mind, we did not suggest any major change for Sandiacre but proposed that the boundary should be re-aligned, as suggested by the county councils, to follow the new course of the river Erewash. This was opposed by Beeston and Stapleford, who abandoned their previous suggestions and preferred that there should be no alteration to the boundary in this area. They argued that the existing boundary caused no administrative difficulties and that people had no wish to be transferred to Derbyshire. All the other authorities accepted our draft proposal. We are quite clear that the existing boundary should not be allowed to remain, for it runs haphazardly through a built-up area and does not follow recognisable features. Our draft proposal would provide a clear boundary, acceptable to all but one of the authorities concerned and consistent with the boundary to the north and south. We therefore adhere to our draft proposal.

Note on the Buchanan Report on Traffic in Towns

538. Late in the present review the Buchanan Report on Traffic in Towns was published, with the Report of the Crowther Steering Committee. The Government accepted the basic approach of the Buchanan Report and commended it to local authorities in a circular issued from the Ministries of Housing and Local Government and of Transport in January 1964. The Statements of Ministers in Parliament (for instance, in the debate on the Reports on 10th February 1964) made it clear that they saw a close connection between the Reports and the present series of reviews; that is, they thought local authorities would need to be reorganised on the basis of our terms of reference in order to deal more effectively with the problems described by Buchanan and Crowther.

539. Thus in the course of that debate the Minister of Transport said:

"The local administrations must be the right size to have sufficient resources and powers. The reorganisation of local government, already well advanced in London and in hand for the rest of the country, will produce a structure that is better able to cope with major traffic and planning problems."

Again, rejecting the idea of regional development agencies as suggested in the Crowther Report, the Minister of Housing said:

"What the Government believe necessary is to reorganise local government into areas of a sufficient size and calibre that they can handle the major jobs of transport and planning over the whole built-up area effectively."

This is only one part of the help which must be given to local authorities if they are to be able to discharge the responsibility we are discussing. First, there is local government reorganisation. This the Government are painfully seeking to achieve. As we all know, it has been done for London. We have had the recommendations for an urban county council on Tyneside and for a single county borough on Tees-side. A series of relatively few county boroughs has been proposed—and accepted by the Government—for the West Midlands, and other conurbations are under review. County borough areas are themselves being reviewed, and decisions have been taken about Stoke, Northampton and Coventry. We are, therefore, in mid-process of reorganising local government to enable it to tackle this and its other heavy tasks."

540. It may, therefore, be worth setting out certain considerations present in our examination in the previous chapters of the problems of some large towns.

541. The Buchanan report makes plain the need to strike a balance between the growth of traffic and the quality of urban life, and in so doing it emphasises in dramatic fashion the interdependence in large towns of transport facilities and land use. As the Minister of Housing and Local Government put it:

"Road and parking policy within an urban community acts and reacts on all the other elements of the town. It acts and reacts on housing, schools, colleges, universities, recreation and places of work. Above all, it acts and reacts on the character of the town itself."

This interdependence of transport facilities and land use implies that the planning of the central areas of a large town affects the planning of the peripheral areas and vice versa. The fundamental decisions in planning the central areas, the kind of redevelopment to be allowed, the amount of traffic acceptable, the facilities to be provided for it, the support to be given to public transport—all these decisions profoundly affect peripheral areas. Conversely, the growth of peripheral areas and the kind of development that takes place there is bound to affect the central areas. The planning of the central areas is also liable to have effects even beyond the peripheral areas, but these effects are probably less drastic and less complicated.

542. It follows that the major planning and traffic problems of both central and peripheral areas must be looked at together; and that when considering the most convenient and effective form of local government organisation in any area we must—as indeed we have done since we took up our duties—give close attention to these traffic problems. In particular where there is a large closely linked urban area, central and peripheral, in which building is so substantially continuous that it is possible to speak in the Minister's words of "the whole built-up area", we have to ask ourselves how far from the point of view of traffic problems it would be more effective and convenient to have a single authority for the whole of the area rather than several separate authorities. Needless to say, this is only one of the many questions that have to be asked in weighing up the balance of advantage in any changes in organisation that may be suggested: but it is one which as this report shows we have always had in mind.

Appendix 1

(Ch. I, para. I)

TABLE I

Area, Population and Rateable Value of Existing and Proposed Local Government Areas 1963

Local Government Areas	Acreage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
			£	£ s. d.	£
Administrative Counties					
<i>Derbyshire</i>					
Existing	635,456	766,090	23,566,233	30 15 0	94,265
Proposed	619,200	651,000	20,125,000	30 18 0	80,500
<i>Nottinghamshire</i>					
Existing	521,646	610,970	19,677,161	32 4 0	80,052
Proposed	501,900	455,000	13,690,000	30 2 0	55,700
<i>Yorkshire—East Riding</i>					
Existing	735,963	232,170	6,686,228	28 16 0	26,976
Proposed	784,800	242,000	7,650,000	31 12 0	30,850
<i>Yorkshire—North Riding</i>					
Existing	1,354,664	412,540	14,338,564	34 15 0	57,797
Proposed	1,467,800	319,000	8,575,000	26 18 0	34,350
<i>Yorkshire—West Riding</i>					
Existing	1,606,914	1,696,220	43,325,005	25 11 0	170,257
Proposed	1,397,500	1,526,000	39,150,000	25 13 0	153,850
County Boroughs					
<i>Barnsley</i>					
Existing	7,817	75,000	2,135,616	28 9 0	8,417
Proposed	—	—	—	—	—
<i>Derby</i>					
Existing	8,116	131,630	6,532,939	49 13 0	26,200
Proposed	19,100	215,000	9,260,000	43 1 0	37,150
<i>Doncaster</i>					
Existing	8,371	86,910	3,662,657	42 2 0	15,000
Proposed	8,700	90,000	3,730,000	41 9 0	15,300
<i>Kingston upon Hull</i>					
Existing	14,421	301,000	8,711,799	28 19 0	33,250
Proposed	25,400	346,000	10,040,000	29 0 0	38,300
<i>Nottingham</i>					
Existing	18,370	315,050	14,140,402	44 18 0	57,400
Proposed	34,100	469,000	20,055,000	42 15 0	81,400
<i>Rotherham</i>					
Existing	9,253	86,660	3,301,895	38 2 0	13,005
Proposed	16,000	134,000	4,915,000	36 14 0	19,350
<i>Sheffield</i>					
Existing	39,586	495,290	19,955,246	40 6 0	81,629
Proposed	46,300	550,000	21,220,000	38 12 0	86,800
<i>York</i>					
Existing	6,933	104,250	3,440,919	33 0 0	14,000
Proposed	11,100	128,000	3,935,000	30 15 0	16,000

TABLE II

*Area, Population and Rateable Value of County Boroughs
as proposed, 1963*

	Acrcage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
<i>Derby C.B.</i>			£	£ s. d.	£
Existing C.B.	8,116	131,630	6,532,939	49 13 0	26,200
<i>Gain from :—</i>					
S.E. Derbyshire R.D. ..	7,993	63,000	2,072,800		
Belper R.D.	1,771	11,000	426,880		
Repton R.D.	1,436	9,000	226,700		
<i>Loss to :—</i>					
Derbyshire	183	—	—		
Net gain	11,017	83,000	2,726,380		
Proposed C.B.	19,100	215,000	9,260,000	43 1 0	37,150
<i>Doncaster C.B.</i>					
Existing C.B.	8,371	86,910	3,662,657	42 3 0	15,000
<i>Gain from :—</i>					
Doncaster R.D.	297	3,300	69,500		
Proposed C.B.	8,700	90,000	3,730,000	41 9 0	15,300
<i>Kingston upon Hull C.B.</i>					
Existing C.B.	14,421	301,000	8,711,799	28 18 0	33,250
<i>Gain from :—</i>					
Haltemprice U.D.	7,828	44,250	1,314,900		
Beverley R.D.	2,918	250	8,300		
Holderness R.D.	199	200	3,500		
Total gain	10,945	44,700	1,326,700		
Proposed C.B.	25,400	346,000	10,040,000	29 0 0	38,300
<i>Nottingham C.B.</i>					
Existing C.B.	18,370	315,050	14,140,402	44 18 0	57,400
<i>Gain from :—</i>					
Beeston and Stapleford U.D.	6,390	57,460	2,302,500		
Carlton U.D.	3,850	39,400	1,403,000		
Arnold U.D.	1,965	28,400	1,006,000		
West Bridgford U.D. ..	3,002	27,090	1,146,965		
Basford R.D.	256	1,500	50,000		
Bingham R.D.	211	150	5,000		
Hucknall U.D.	10	—	—		
Long Eaton U.D. (Derbyshire)	55	—	2,500		
S.E. Derbyshire R.D. (Derbyshire)	50	—	—		
<i>Loss to :—</i>					
Nottinghamshire	22	—	—		
Net Gain	15,767	154,000	5,915,965		
Proposed C.B.	34,100	469,000	20,055,000	42 15 0	81,400

TABLE II (continued)

	Acreage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
			£	£ s. d.	£
<i>Rotherham C.B.</i>					
Existing C.B.	9,253	86,660	3,301,895	38 2 0	13,005
<i>Gain from :—</i>					
Rotherham R.D.	5,755	30,964	1,034,956		
Rawmarsh U.D.	1,758	19,700	627,091		
Doncaster R.D.	88	—	—		
<i>Loss to :—</i>					
Sheffield C.B.	91	—	—		
Yorkshire, West Riding	760	3,000	50,000		
Net gain	6,750	47,664	1,612,047		
Proposed C.B.	16,000	134,000	4,915,000	36 14 0	19,350
<i>Sheffield C.B.</i>					
Existing C.B.	39,586	495,290	19,955,246	40 6 0	81,629
<i>Gain from :—</i>					
Chesterfield R.D. (Derbyshire)	5,154	33,000	767,900		
Wortley R.D.	1,586	22,200	497,400		
Rotherham C.B.	91	—	—		
Kiveton Park R.D.	4	—	—		
<i>Loss to :—</i>					
Yorkshire, West Riding	24	—	100		
Derbyshire	14	—	—		
Net gain	6,797	55,200	1,265,200		
Proposed C.B.	46,400	550,000	21,220,000	38 12 0	86,800
<i>York C.B.</i>					
Existing C.B.	6,933	104,250	3,440,919	33 0 0	14,000
<i>Gain from :—</i>					
Flaxton R.D. (Yorkshire, North Riding)	3,226	20,900	439,300		
Derwent R.D. (Yorkshire, East Riding)	934	2,700	52,300		
Nidderdale R.D. (Yorkshire, West Riding)	12	100	2,500		
Tadcaster R.D. (Yorkshire, West Riding)	18	—	—		
York Castle	9	3	—		
<i>Loss to :—</i>					
Yorkshire, West Riding	2	—	—		
Net gain	4,197	23,703	494,100		
Proposed C.B.	11,100	128,000	3,935,000	30 15 0	16,000

TABLE III

*Area, Population and Rateable Value of Administrative Counties
as proposed, 1963*

	Acreage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
<i>Derbyshire</i>			£	£ s. d.	£
Existing administrative county	635,456	766,090	23,566,233	30 15 0	94,265
<i>Net loss to :—</i>					
Derby C.B.	11,017	83,000	2,726,380		
Sheffield C.B.	5,140	33,000	767,900		
Nottingham C.B. ..	105	—	2,500		
Yorkshire, West Riding	92	—	760		
<i>Net gain from :—</i>					
Leicestershire	633	840	33,800		
Nottinghamshire ..	95	830	37,240		
Total net loss from York and North Midlands General Review Area proposals ..	15,626	114,330	3,426,500		
Total net loss from East Mid- lands General Review Area proposals	63	10	100		
Total net loss from West Mid- lands General Review Area proposals	523	250	13,500		
Total net loss from all pro- posals	16,212	114,590	3,440,100		
Administrative county as pro- posed	619,200	651,000	20,125,000	30 18 0	80,300
<i>Nottinghamshire</i>					
Existing administrative county	521,646	610,970	19,677,161	32 4 0	80,052
<i>Net loss to :—</i>					
Nottingham C.B. ..	15,662	154,000	5,913,465		
Yorkshire, West Riding	2,402	880	29,500		
Derbyshire	95	830	37,240		
Lincolnshire, Lindsey ..	843	135	1,400		
Total net loss from York and North Midlands General Review Area proposals ..	19,002	155,845	5,981,605		
Total net loss from East Mid- lands General Review Area proposals	720	10	1,053		
Total net loss from all pro- posals	19,722	155,855	5,982,658		
Administrative county as pro- posed	501,900	455,000	13,695,000	30 2 0	55,700

TABLE III (continued)

	Acreage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
<i>Yorkshire, East Riding</i>			£	£ s. d.	£
Existing administrative county	735,963	232,170	6,686,228	28 16 0	26,976
<i>Net loss to :—</i>					
Hull C.B.	10,945	44,700	1,326,700		
York C.B.	934	2,700	52,300		
<i>Net gain from :—</i>					
Yorkshire, North Riding	60,672	57,460	2,343,928		
Total net gain from York and North Midlands General Review Area proposals ..	48,793	10,060	964,928		
Administrative county as proposed	784,800	242,000	7,650,000	31 12 0	30,850
<i>Yorkshire, North Riding</i>					
Existing administrative county	1,354,664	412,540	14,338,564	34 15 0	57,797
<i>Net loss to :—</i>					
York C.B.	3,226	20,900	439,300		
Yorkshire, East Riding	60,672	57,460	2,343,928		
<i>Net gain from :—</i>					
Yorkshire, West Riding	198,536	104,290	3,390,686		
Total net gain from York and North Midlands General Review Area proposals ..	134,638	25,930	607,458		
Total net loss from North-East General Review Area proposals	21,480	119,630	6,372,897		
Total net changes from all proposals	+113,158	—93,700	—5,765,439		
Administrative county as proposed	1,467,800	319,000	8,575,000	26 18 0	34,550

TABLE III (continued)

	Acreage	Population	Rateable Value	Rateable Value per head	Penny Rate Product
			£	£ s. d.	£
<i>Yorkshire, West Riding</i>					
Existing administrative county	1,606,914	1,696,220	43,325,005	25 11 0	170,257
<i>Net loss to :—</i>					
Rotherham C.B. ..	6,841	47,664	1,612,047		
Sheffield C.B. ..	1,566	22,200	497,300		
Doncaster C.B. ..	297	3,300	69,500		
York C.B. ..	28	100	2,500		
Yorkshire, North Riding	198,536	104,290	3,390,686		
Lincolnshire, parts of Lindsey	207	—	—		
<i>Net gain from :—</i>					
Barnsley C.B. ..	7,817	75,000	2,135,616		
Nottinghamshire ..	2,402	880	29,500		
Derbyshire	92	—	760		
Total net loss from York and North Midlands General Review Area proposals ..	197,164	101,674	3,406,157		
Total net loss from West Yorkshire Special Review Area proposals	12,200	68,500	767,721		
Total net losses from all proposals	209,364	170,174	4,173,878		
Administrative county as proposed	1,397,500	1,526,000	39,150,000	25 13 0	153,850

NOTES :

For existing local authorities :

Acres are from the 1961 Census, populations from the Registrar-General's published estimates for mid-1963, and rateable values and penny rate products are from Rates and Rateable Values in England and Wales, 1963-64 (published by H.M.S.O. for the Ministry of Housing and Local Government, 1963).

For proposed local authorities :

Figures are, as far as possible, derived from the same sources. Where only part of an existing authority is included in a proposed unit the best estimates have been made without consultation with the authorities concerned, using, where possible, figures supplied by authorities either in their original submissions or in representations on our draft proposals.

For this reason totals for all proposed authorities have been rounded. Estimated areas are to the nearest 100 acres, populations to the nearest 1,000 persons, rateable values to the nearest £5,000, rateable values per head to the nearest shilling and penny rate products to the nearest £50. They are not necessarily precise within these limits.

In Table III figures of the effect of previously published proposals in other review areas have been revised to 1963 date where necessary.

Appendix 2

(Ch. I, para. 4)

*National and Local Bodies Invited to Submit Views on the Organisation of
Local Government in the York and North Midlands General Review Area*

NATIONAL BODIES

Association of British Chambers of Commerce
Association of University Teachers
Automobile Association
British Association of Residential Settlements
British Medical Association
British Red Cross Society
British Transport Commission
Church Commissioners
Civic Trust
Commons, Open Spaces and Footpaths Preservation Society
Co-operative Union Limited
Council for the Preservation of Rural England
Electrical Association for Women
Federation of British Industries
Incorporated Association of Assistant Masters
Incorporated Association of Assistant Mistresses
Incorporated Association of Headmasters
Incorporated Association of Headmistresses
Institute of Civil Engineers
Institute of Community Studies
Institute of Highway Engineers
Institute of Housing
Institute of Sewage Purification
Institute of Traffic Administration
Institute of Transport
Library Association
Magistrates' Association
Mothers' Union
Multiple Shops Federation
National and Local Government Officers Association
National Chamber of Trade
National Council of Family Case Work Agencies
National Council of Women of Great Britain
National Farmers' Union
National Federation of Housing Societies
National Federation of Women's Institutes
National Housing and Town Planning Council
National League of the Blind
National Playing Fields Association

National Society for the Prevention of Cruelty to Children
 National Trust
 National Union of Townswomen's Guilds
 National Union of Manufacturers
 National Union of Public Employees
 National Union of Teachers

 Queens Institute of District Nursing

 Retail Distributors Association
 Royal Automobile Club
 Royal College of Midwives
 Royal College of Nursing
 Royal Institute of British Architects
 Royal Institute of Public Administration
 Royal Institute of Public Health and Hygiene
 Royal Institution of Chartered Surveyors
 Royal National Institute for the Blind

 St. John Ambulance Brigade

 Town and Country Planning Association
 Town Planning Institute

 Womens Gas Federation
 Womens Voluntary Service for Civil Defence
 Workers Educational Association

 Young Mens Christian Association
 Young Womens Christian Association

LOCAL BODIES

Association of Yorkshire Chambers of Commerce

 Barnsley Executive Council

 Chapeltown Burial Board
 Chesterfield, Bolsover and Clowne Water Board
 Chesterfield and District Federation of Community Associations
 Claro Water Board
 Craven Water Board

 Dearne Valley Water Board
 Derby Executive Council
 Derbyshire Association of Parish Councils
 Derbyshire and District Trades Council
 Derbyshire Executive Council
 Derbyshire Rural Community Council
 Derbyshire Standing Joint Committee
 Derwent Valley Water Board
 Doncaster Executive Council
 Don Valley Water Board
 Driffield Water Company

East and West Ridings Regional Advisory Committee, Trades Union Congress

East Midlands Division, National Coal Board

East Midlands Electricity Board

East Midlands Electricity Consultative Council

East Midlands Gas Board

East Midlands Gas Consultative Council

East Midlands Traffic Commissioners

East Riding Executive Council

East Riding Standing Joint Committee

Hebden Bridge Joint Sewerage Board

Holland Association of Parish Councils

Hull and District Trades Council

Hull and East Yorkshire River Board

Hull University

Ilkeston and Heanor Water Board

Kesteven Association of Parish Councils

Kingston upon Hull Executive Council

Leeds University

Leicestershire Association of Parish Councils

Lindsey Association of Parish Councils

Misterton etc. Joint Burial Board

Monk Fryston, Hillam and Burton Salmon Burial Board

North Eastern Area Council, National Chamber of Trade

North Eastern Building and Civil Engineering Regional Joint Committee

North Eastern Division, National Coal Board

North Eastern Gas Board

North Eastern Gas Consultative Council

North Midlands Building and Civil Engineering Regional Joint Committee

North Midlands Federation of Trades Councils

North Midlands Regional Advisory Committee, Trades Union Congress

North Western Division, National Coal Board

Northern Office, National Council of Social Service

Nottingham County and City Executive Council

Nottingham Federation of Community Associations

Nottingham Rural Community Council

Nottingham Standing Joint Committee

Nottingham Trades Council

Nottingham University

Nottinghamshire Association of Parish Councils

Peak Park Planning Board

Pocklington Burial Board

Regional Advisory Council for the Organisation of Further Education
in the East Midlands and Regional Academic Board

Ripley Burial Board

Rotherham Executive Council

Sheffield Executive Council
 Sheffield University
 Staffordshire Association of Parish Councils
 Standing Conference of Councils of Social Service in Yorkshire
 Swadlincote and Ashby de la Zouch Joint Water Board
 Thorne and District Water Company
 Transport Users Consultative Committee for the East Midland Area
 Transport Users Consultative Committee for Yorkshire
 Trent River Board
 Wakefield Trades Council
 Westmorland Association of Parish Councils
 West Riding Executive Council
 West Riding Standing Joint Committee
 Whaley Bridge Joint Sewerage Board
 Yeadon Waterworks Company
 York Community Council
 York Executive Council
 York Waterworks Company
 Yorkshire Citizens Advice Bureaux Committee
 Yorkshire Council for Further Education and Regional Academic Board
 Yorkshire Dales (West Riding) Park Planning Committee and Yorkshire
 Dales National Park Joint Advisory Committee
 Yorkshire Electricity Board
 Yorkshire Electricity Consultative Council
 Yorkshire Federation of Trades Councils
 Yorkshire Old Peoples Welfare Committee
 Yorkshire Ouse River Board
 Yorkshire Parish Councils Association
 Yorkshire Rural Community Council
 Yorkshire Traffic Commissioners

Appendix 3

(Ch. I, para. 4)

Local Authorities and Bodies who made Suggestions and Representations

County Councils

Derbyshire	Nottinghamshire
Lancashire	Westmorland
Leicestershire	Yorkshire—East Riding
Lincolnshire—Parts of Kesteven	Yorkshire—North Riding
Lincolnshire—Parts of Lindsey	Yorkshire—West Riding

County Borough Councils

Barnsley	Nottingham
Burton upon Trent	Rotherham
Derby	Sheffield
Doncaster	York
Kingston upon Hull	

Borough Councils

Beverley	Loughborough
Bridlington	Mansfield
Chesterfield	Ripon
Goole	Scarborough
Harrogate	Todmorden
Ilkeston	Worksop

Urban District Councils

Adwick le Street	Hemsworth
Ashby de la Zouch	Hoyland Nether
Ashby Wolds	Knaresborough
Bakewell	Long Eaton
Beeston and Stapleford	Malton
Bentley with Arksey	Maltby
Bolsover	Mansfield Woodhouse
Clay Cross	Matlock
Conisbrough	Mexborough
Cudworth	Norton
Darfield	Penistone
Darton	Rawmarsh
Dodworth	Royston
Driffield	Selby
Dronfield	Staveley
Eastwood	Sutton in Ashfield
Filey	Swadlincote
Gainsborough	West Bridgford
Garforth	Withernsea
Haltemprice	Wombwell
Heanor	Worsborough

Rural District Councils

Ashby de la Zouch	North Kesteven
Bakewell	Norton
Basford	Osgoldcross
Belper	Penistone
Beverley	Repton
Blackwell	Ripon and Pateley Bridge
Bridlington	Rotherham
Castle Donington	Scarborough
Chesterfield	Sedbergh
Clowne	Settle
Derwent	Skipton
Doncaster	South East Derbyshire
East Retford	South Westmorland
Flaxton	Tadcaster
Gainsborough	Thorne
Hemsworth	Tutbury
Hepton	Wakefield
Holderness	Wath
Howden	Welton
Isle of Axholme	West Kesteven
Kiveton Park	Wetherby
Lichfield	Wharfedale
Malton	Worksop
Newark	Wortley
Nidderdale	

Parish Councils and Parish Meetings

Allestree	Cossall
Alvaston and Boulton	Coton-in-the-Elms
Armthorpe	Dalton
Awsorth	Darley Abbey
Barlow	Drakelow
Barnby Dun with Kirk Sandall	Duffield
Beal	Dunstall
Beckingham	Ecclesfield
Beighton	Eckington
Bilton	Edenthorpe
Bishopthorpe	Elvaston
Bradfield	Findern
Bramhope	Hartshorne
Brampton	Harworth
Branston	Hasland
Breadsall	Ingleton
Bretby	Killamarsh
Brimmington	Linton
Brodsworth	Littleover
Calow	Mackworth
Castle Gresley	Mickleover
Chaddesden	Netherseal
Chellaston	Newton Solney

North Ferriby
 North Wingfield
 Notton
 Outwoods
 Overseal
 Pleasley
 Quarndon
 Sandiacre
 Shirland and Higham
 Sinfen and Arleston
 Spondon
 Sprotbrough
 Stanton by Dale

Sutton-cum-Duckmanton
 Swanland
 Thorne
 Thrybergh
 Trowell
 Unstone
 Upper Poppleton
 Walton
 Warmsworth
 Willington
 Wingerworth
 Woodville

Other Bodies

Allestree Old People's Welfare
 Armthorpe Branch, National Union of Mineworkers
 Barlow Good Companions Club
 Barnsley Executive Council
 Beighton and District Teachers Association
 Bradfield Cricket Club
 Bradfield Village Fellowship
 Bradfield Women's Institute
 Brayton Women's Institute
 Chaddesden Labour Party
 Chaddesden Labour Party, Women's Section
 Chapeltown and District Teachers' Association
 Chesterfield Branch, National Association of Local Government Officers
 Copmanthorpe Women's Institute
 Craven Water Board
 Dearne Valley Teachers' Association
 Derby District Association of Teachers
 Derby Executive Council
 Derbyshire Association of Parish Councils
 Derbyshire County Branch, National Farmers Union
 Derbyshire Federation of Women's Institutes
 Derwent Valley Water Board
 Doncaster Executive Council
 Don Valley Conservative and Unionist Association—Sprotborough Branch
 Don Valley Rural Amenities Association
 Dronfield Group County Primary Schools (Managers)
 Dronfield Henry Fanshawe School (Governors)
 Dungworth Storrs and District Women's Institute
 East Derbyshire Association of Teachers
 East Midlands Division, National Coal Board
 East Midlands Electricity Board
 East Midlands Gas Board
 East Yorkshire Branch, British Medical Association
 Eckington Co-operative Society
 Eckington Women's Institute

First National Housing Trust Ltd.
Frecheville Community Association

Haltemprice Chamber of Trade
Holymoorside Bowling Club
Holymoorside Good Companions Club
Holymoorside Women's Institute
Hull Conservative Federation
Hull Executive Council
Hull Local Medical Committee

Joint Committee of the Four Secondary Associations
Joseph Rowntree Memorial Trust

Killamarsh British Legion
Killamarsh British Legion, Women's Section
Killamarsh Co-operative Women's Guild
Killamarsh Women's Institute
Knaresborough Chamber of Trade

Leeds Council of Social Service
Lindsey Association of Parish Councils
Loxley Social Welfare Committee

Monkton Main Branch, National Union of Mineworkers

National Council of Social Service
National Federation of Old Age Pensioners Associations
National Guild of Co-operators
National Union of Teachers—Headquarters
Nethergreen Club and Institute
North East Derbyshire Joint Water Committee
Nottingham University
Nottinghamshire Association of Parish Councils

Ossett Chamber of Commerce
Oughtibridge Pensioners Welfare Association

Parkgate and Rawmarsh Chamber of Trade.
Poppleton Women's Institute.

Quarndon Musical and Dramatic Society.

Ripon Division, Conservative Association.
Rotherham and District Chamber of Trade.
Rotherham Executive Council.
Royal National Institute for the Blind.
Royston Labour Party.
Royston Parishioners
Royston Trades People's Association

St. Mary's Parochial Church Council (Chaddesden)
St. Oswalds Parochial Church Council (Kirk Sandall)
Sheffield and Peak District Branch, Council for the Preservation of Rural
England
Sheffield Council of Social Service
Sheffield Executive Council
Stannington Community Association

Thirsk and Malton Division Conservative Association
 Unstone Group of Schools (Managers)
 Wakefield District, National Union of Teachers
 Wharnccliffe Side Gardening Association
 Wharnccliffe Side Darby and Joan Club
 Wharnccliffe Side Village Hall Committee
 Wharnccliffe Side Women's Institute
 William Levick School (Managers)
 York Executive Council
 Yorkshire Chamber of Commerce Association
 Yorkshire Council for Further Education
 Yorkshire County Federation of Women's Institutes
 Yorkshire East Riding Branch, National Farmers' Union
 Yorkshire Parish Councils Association
 Yorkshire Provincial Area Council—National Union of Conservative and
 Unionist Associations
 Yorkshire Rural Community Council
 Yorkshire West Riding County Officers' Association
 Yorkshire West Riding Permanent Supply Staff Association
 Yorkshire West Riding Urban District Councils Association

Appendix 4

(Ch. I, para. 5)

Local Authorities and Bodies who made Representations on the Draft Proposals

County Councils

Derbyshire	Yorkshire—East Riding
Leicestershire	Yorkshire—North Riding
Nottinghamshire	Yorkshire—West Riding

County Borough Councils

Barnsley	Nottingham
Burton upon Trent	Rotherham
Derby	Sheffield
Doncaster	York
Kingston upon Hull	

Borough Councils

Beverley	Ilkeston
Bridlington	Keighley
Brighouse	Mansfield
Castleford	Morley
Chesterfield	Ossett
East Retford	Pudsey
Glossop	Richmond
Goole	Ripon
Harrogate	Scarborough
Hedon	Worksop

Urban District Councils

Alfreton	Knarborough
Arnold	Loftus
Ashby Woulds	Mansfield Woodhouse
Baildon	Meltham
Beeston and Stapleford	Northallerton
Bolsover	Norton
Carlton	Otley
Colne Valley	Penistone
Darfield	Pickering
Denby Dale	Rawmarsh
Driffield	Rothwell
Earby	Scalby
Eastwood	Selby
Eston	Shipley
Filey	Skelton and Brotton
Guisborough	Stanley
Haltemprice	Stockbridge
Heanor	Sutton-in-Ashfield
Hornsea	Swadlincote
Horsforth	Tickhill
Hucknall	Warsop
Ilkley	West Bridgford
Kirkby-in-Ashfield	Whitby

Rural District Councils

Basford	Northallerton
Bedale	Norton
Belper	Penistone
Beverley	Pickering
Bingham	Pocklington
Bowland	Reeth
Bridlington	Repton
Chesterfield	Richmond
Croft	Ripon and Pateley Bridge
Derwent	Rotherham
Doncaster	Scarborough
Driffield	Sedburgh
Easingwold	Selby
East Retford	Settle
Flaxton	South East Derbyshire
Goole	Southwell
Holderness	Stokesley
Howden	Thirsk
Kirkbymoorside	Wakefield
Kiveton Park	Wath
Leyburn	Wharfedale
Malton	Whitby
Newark	Worksop
Nidderdale	Wortley

Parish Councils and Parish Meetings

Allestree	Draycott
Alvaston and Boulton	Drakelow
Austwick	Duffield
Barnby Dun with Kirk Sandall	Ecclesfield
Beighton	Eckington
Bilton	Edenthorpe
Bingham	Egginton
Bradfield	Elvaston
Bramley	Etwall
Brethby	Findern
Brinsworth	Foston and Scropton
Burton Joyce	Fulford
Caldwell	Gotham
Castle Gresley	Greasley
Catcliffe	Hartshorne
Chaddesden	Harworth
Chellaston	Halton
Church Broughton	Hilton
Cossall	Holmesfield
Cotgrave	Killamarsh
Coton-in-the-Elms	Linton
Dalton	Littleover
Darley Abbey	Lullington

Mickleover
 Misterton
 Netherseale
 New Earswick
 Newton Solney
 Nuthall
 Ockbrook
 Orgreave
 Osbaldwick
 Overseal
 Quarndon
 Radbourne
 Repton
 Rosliston
 Ruddington
 Sandiacre

Sinfin and Arleston
 Smisby
 Spondon
 Tankersley
 Thrybergh
 Unstone
 Upper Poppleton
 Walton
 Walton-upon-Trent
 Warmsworth
 Whiston
 Wickersley
 Willington
 Woodville
 Wortley

Other bodies

Annesley, Newstead, Bledworth, Hucknall, Bestwood, Pappleworth Schools
 (Managers and Governors)
 Arnold Branch, National Federation of Old Age Pensioners Associations
 Arnold and Carlton—County and Voluntary County Schools (Managers and
 Governors)
 Arnold District Branch, Carlton Division Conservative Association
 Arnold Liberal Association
 Arnold Parish Church
 Arnold Primary and Secondary Schools
 Arnold Old People's Welfare Committee
 Arnold S.R.F.C.
 Arnold Social Services (Mens Club)
 Arnold Swimming Club
 Arnold Townswomen's Guild
 Attenborough Conservative Association
 Attenborough—Lucy and Vincent Brown Village Hall
 Attenborough Women's Institute
 Barkston Ash Division, Conservative and Unionist Association
 Barnsley—Amalgamated Society of Painters and Decorators
 Barnsley Branch, Amalgamated Society of Woodworkers
 Barnsley—Associated Society of Locomotive Engineers and Firemen
 Barnsley Branch (No. 1) National Union of Railwaymen
 Barnsley Chamber of Trade
 Barnsley and District Trades Council and Local Labour Party
 Barnsley Division, British Medical Association
 Barnsley Executive Council
 Barnsley Area, Union of Shop Distributive and Allied Workers
 Beeston Branch, Amalgamated Engineering Union
 Beeston Branch, National and Local Government Officers' Association
 Beeston Branch, Toc. H. Womens Association
 Beeston and District Branch, British Legion, Women's Section
 Beeston and District Round Table
 Beeston and District Youth Committee

Beeston Free Church Federation Council
 Beeston Inner Wheel Club
 Beeston North Ward Joint Conservative Association
 Beeston Old Age Pensioners Association
 Beeston Parochial Church Council
 Beeston Poultry and Rabbit Club
 Beeston Rotary Club
 Beeston South Ward Joint Conservative Association
 Beeston Youth Centre
 Beeston and Stapleford Chamber of Trade
 Beeston and Stapleford Labour Party
 Beeston and Stapleford and District Ratepayers Association
 Beeston and Stapleford District-Managing Bodies and Governors of Schools
 Beeston and Stapleford Safety Committee
 Beighton and District Teachers Association
 Beighton Women's Institute
 Bradfield County Secondary School (Governors)
 Bramcote Conservative Association
 Bramcote Cricket Club
 Bramcote Women's Institute
 Breadsall Branch, South East Derbyshire Conservative Association
 Breadsall Memorial Hall and Playing Fields Association
 Breadsall Women's Institute
 Bretby Women's Institute
 Bunny and Bradmore Women's Institute

 Carlton Association of District Nurses
 Carlton Cricket Club
 Carlton District Old Peoples Welfare Committee
 Carlton and District Ratepayers Association
 Carlton Division, Conservative Association
 Calverton, Woodborough, Lambley Schools (Managers and Governors)
 Chapeltown Branch, Amalgamated Engineering Union
 Chapeltown Branch, United Society of Boilermakers, Blacksmiths, Ship-
 builders and Structural Workers
 Chapeltown British Legion Club
 Chapeltown and Burncross Old Age Pensioners Association
 Chapeltown and District Teachers Association—National Union of Teachers
 Chapeltown and District Trades Council
 Chapeltown—Warren and White Lane Pensioners Association
 Chellaston Women's Institute
 Chilwell, Beeston and Stapleford Schools (Managers and Governors)
 Chilwell Conservative Association
 Chilwell Garden Holders Association
 Chilwell Memorial Institute
 Chilwell Branch, National Amalgamated Society of Operative House and
 Ship Painters and Decorators
 Chilwell Women's Voluntary Service
 Claro Head Teachers' Association
 Colley Old Peoples Centre
 Colley Ward Labour Party

Derby District Association of Teachers—National Union of Teachers
 Derby Executive Council
 Derbyshire Association of Parish Councils
 Derbyshire Association of Teachers—National Union of Teachers
 Derbyshire Branch, National Farmers Union
 Derbyshire Federation of Womens' Institutes
 Derbyshire Rural Community Council
 Don Valley Conservative and Unionist Association
 Don Valley Rural Amenities Association
 Dronfield Henry Fanshawe School (Governors)

East Derbyshire Association—National Union of Teachers
 East Riding Executive Council
 East Riding South Association—National Union of Teachers
 East Riding of Yorkshire Electricity Council
 East Yorks County Association—National Union of Teachers
 Ecclesfield Handbell Ringers
 Ecclesfield Mansel Junior School (Headmaster and Staff)
 Ecclesfield Musical Festival Society
 Ecclesfield Parish Church Council
 Ecclesfield Secondary Schools (Governors)
 Eckington Co-operative Society Limited
 Edwalton East Branch, South Nottinghamshire Conservative Association
 Edwalton North Branch, South Nottinghamshire Conservative Association

Grenoside Community Association
 Grenoside Dramatic Society
 Grenoside Folk Dance Festival Committee
 Grenoside (Haymakers) Folk Dance Club
 Grenoside Hill Top Residents Association
 Grenoside Morris Men
 Grenoside Ratepayers Association
 Grenoside (Traditional) Sword Team
 Grenoside—Yew Lane County Secondary School (Headmaster and 30 staff)

Halfway and District Trades and Labour Council
 Harrogate, Claro and Ripon Head Teachers Association
 Harrogate and District Association—National Union of Teachers
 Haltemprice and Beverley Conservative and Unionist Association
 Haltemprice Chamber of Trade
 Hartshorne Labour Party
 Hesse Branch, Haltemprice and Beverley Conservative and Unionist Association
 Howden Constituency Labour Party
 Hull Municipal Association

Joint Committee of the Four Secondary Associations
 Joseph Rowntree Memorial Trust

Kingston upon Hull Conservative Federation
 Kirk Sandall—St. Oswalds Parish Church Council

Linton Women's Institute

Mapperley—Westdale County Junior School (Head Teachers) Nottingham
 Administrative Area
 Molton and District Association—National Union of Teachers
 Mosbrough Women's Institute

 National Union of Teachers—Headquarters
 Netherfield Garden Holders Association
 Netherfield Old Age Pensioners Association
 Netherseal Women's Institute
 New Earswick Village Council
 North Eastern Area Council, National Chamber of Trade
 North Riding County Teachers Association—National Union of Teachers
 Nottingham Area Community Communist Party
 Nottingham City Labour Party
 Nottingham Division, British Medical Association
 Nottingham Petty Sessional Division
 Nottingham Rural Community Council
 Nottingham Woodthorpe Cricket Club
 Nottinghamshire Association of Parish Councils
 Nottinghamshire Association of Teachers—National Union of Teachers
 Nottinghamshire County Branch, National Farmers Union
 Nottinghamshire Federation of Parent/Teacher Associations
 Nottinghamshire Rugby Football Club
 Nottinghamshire Rural District Councils Association
 Nottinghamshire (Superannuation) Joint Committee
 Nottinghamshire Urban District Councils Association
 Nuthall Conservative Association
 Nuthall Temple County Primary School (Managers)
 Nuthall Women's Institute

 Pocklington, Market Weighton and East of York Association—National
 Union of Teachers
 Poppleton Women's Institute

 Quarndon Musical and Dramatic Society

 Rawmarsh and Greasborough Association—National Union of Teachers
 Retford Local Association—National Union of Teachers
 Ripon Division Conservative Association
 Rotherham and District Chamber of Trade
 Rotherham Division, British Medical Association
 Rotherham Executive Council
 Rother Valley (North) Association—National Union of Teachers
 Rushcliffe Constituency Labour Party
 Ryecroft Community Association

 Sheffield Branch—National Farmers Union
 Sheffield—Ebenezer Methodist Church
 Sheffield Local Medical Committee
 Sheffield—No. 2 Parson Cross Community Association
 Sheffield and Peak District Branch, Council for the Preservation of Rural
 England

South Bingham Ruri-Decanal Chapter
 South Derbyshire Association of Head Teachers
 South East Derbyshire Conservative Association
 South Nottinghamshire Area—Governing and Managing Bodies of Schools
 South West Nottinghamshire Boy Scouts Association
 Stannington Community Association
 Stannington County Primary School
 Stannington Darby and Joan Club
 Stannington Keep Fit Class
 Stannington Musical Festival Society
 Stannington Local History Club
 Stannington-Lomas Hall Management Committee
 Stannington Parent/Teacher Association
 Stannington Parochial Church Council
 Stannington Players
 Stannington Underbank Chapel Congregation
 Stannington Village Produce Association
 Stapleford Adult School
 Stapleford, Beeston and District Industrial Trades Council
 Stapleford Branch, Amalgamated Engineering Union
 Stapleford Branch, National Federation of Old Age Pensioners Association
 Stapleford Community Association
 Stapleford and District Garden Holders Association
 Stapleford and Sandiacre Co-operative Society Limited
 Stapleford and Sandiacre Co-operative Society Limited (Education Department).
 Stapleford and Sandiacre St. John Ambulance Brigade
 Stapleford and Sandiacre Women's Co-operative Guild
 Stapleford Trustees of Trinity Methodist Church
 Stocksbridge and District Association—National Union of Teachers
 Toton Community Association
 Toton Conservative Association
 Toton and District Car Club
 Toton Women's Guild
 Walton-on-Trent Women's Institute
 West Bridgford-Alford Road Friendship Club
 West Bridgford Branch, United Commercial Travellers Association
 West Bridgford Chamber of Trade
 West Bridgford Civil Defence Contingent
 West Bridgford-Combined Youth Fellowships
 West Bridgford Conservative Club
 West Bridgford Council of Churches
 West Bridgford District Nursing Association
 West Bridgford Educational Institutes Committee
 West Bridgford Garden Holders Association
 West Bridgford Grammar School (32 members of staff)
 West Bridgford Hall Bowling Club
 West Bridgford Joint Committee of the South Nottinghamshire Conservative Association

West Bridgford Lady Bay Joint Conservative Association
West Bridgford Liberal Association
West Bridgford Nursing Cadet Division-St. John Ambulance Brigade
West Bridgford St. Giles Church Young Wives Group
West Bridgford Secondary and Primary Schools (Governors and Managers)
West Nottinghamshire Association-National Union of Teachers
West Riding County Officers Association Staff Club
Wharncliffe Divisional Executive
Woodville Women's Institute
Worral Conservative Association and Memorial Hall Committee
Wortley Old Peoples Welfare Association
Wortley Old Peoples Welfare Committee

Yorkshire Parish Councils Association
Yorkshire Regional Office-Labour Party

Appendix 5

(Ch. I, para. 6)

Local Authorities and Bodies Represented at the Conferences

Sheffield 22nd-23rd January 1963

Local Authorities

Derbyshire County Council
West Riding County Council

Rotherham County Borough Council
Sheffield County Borough Council

Chesterfield Borough Council

Dronfield Urban District Council
Rawmarsh Urban District Council
Staveley Urban District Council

Chesterfield Rural District Council
Rotherham Rural District Council
Wortley Rural District Council

Parish Councils and Parish Councils Associations

Beighton Parish Council
Bradfield Parish Council
Bramley Parish Council
Brimington Parish Council
Brinsworth Parish Council
Calow Parish Council
Catsliffe Parish Council
Dalton Parish Council
Ecclesfield Parish Council
Eckington Parish Council
Killamarsh Parish Council
Orgreave Parish Council
Thrybergh Parish Council
Unstone Parish Council
Whiston Parish Council
Wickersley Parish Council

Derbyshire Association of Parish Councils
Yorkshire Parish Councils Association

Other bodies

Council for the Preservation of Rural England (Sheffield and Peak District Branch)

National Farmers Union
National Union of Teachers
Rotherham National Health Executive Council
Stanington Community Association

Local Authorities

East Riding County Council
North Riding County Council
West Riding County Council

Kingston upon Hull County Borough Council
York County Borough Council
Haltemprice Urban District Council
Beverley Rural District Council
Derwent Rural District Council
Flaxton Rural District Council
Holderness Rural District Council
Nidderdale Rural District Council
Tadcaster Rural District Council

Parish Councils and Parish Councils Associations

Bilton Parish Council
Clifton Without Parish Council
Fulford Parish Council
Huntington Parish Council
New Earswick Parish Council
Osbalwick Parish Council

Yorkshire Parish Councils Association

Other bodies

Haltemprice Chamber of Trade
Haltemprice and Beverley Conservative and Unionist Association
Joseph Rowntree Memorial Trust
Kingston upon Hull Conservative Federation
National Union of Teachers
Poppleton Women's Institute

York 13th-14th February 1963

Local Authorities

East Riding

East Riding County Council
*Bridlington Borough Council
 Beverley Borough Council
 Hedon Borough Council
 Driffield Urban District Council
 Filey Urban District Council
 Hornsea Urban District Council
 Norton Urban District Council
 Withernsea Urban District Council

Haltemprice Urban District Council

* Also acted as spokesman for the group of authorities shown inset.

*Beverley Rural District Council
 Bridlington Rural District Council
 Derwent Rural District Council
 Driffield Rural District Council
 Howden Rural District Council
 Norton Rural District Council
 Pocklington Rural District Council
 Holderness Rural District Council

North Riding

North Riding County Council
 Richmond Borough Council
 Scarborough Borough Council
 Eston Urban District Council
 Guisborough Urban District Council
 Loftus Urban District Council
 Northallerton Urban District Council
 Pickering Urban District Council
 Scalby Urban District Council
 Whitby Urban District Council
 Malton Rural District Council
 *Wath Rural District Council
 Aysgarth Rural District Council
 Bedale Rural District Council
 Croft Rural District Council
 Easingwold Rural District Council
 Helmsley Rural District Council
 Kirkbymoorside Rural District Council
 Leyburn Rural District Council
 Northallerton Rural District Council
 Pickering Rural District Council
 Reeth Rural District Council
 Richmond Rural District Council
 Scarborough Rural District Council
 Thirsk Rural District Council
 Whitby Rural District Council

West Riding

West Riding County Council
 Goole Borough Council
 Harrogate Borough Council
 Pudsey Borough Council
 *Ripon Borough Council
 Knaresborough Urban District Council
 Nidderdale Rural District Council
 Ripon and Pateley Bridge Rural District Council
 Bingley Urban District Council
 Darfield Urban District Council

* Also acted as spokesman for the group of authorities shown inset.

Dearne Urban District Council
Earby Urban District Council
Horsforth Urban District Council
Ilkley Urban District Council
Penistone Urban District Council
Selby Urban District Council
Stanley Urban District Council
Bowland Rural District Council
Goole Rural District Council
Penistone Rural District Council
Sedbergh Rural District Council
Selby Rural District Council
Settle Rural District Council
Skipton Rural District Council
Tadcaster Rural District Council
Wetherby Rural District Council
Wharfedale Rural District Council
Wortley Rural District Council

Other bodies

West Riding Urban District Councils Association
Yorkshire Parish Councils Association
National Union of Teachers
Yorkshire County Federation of Women's Institutes

Barnsley 6th-7th March 1963

Local Authorities

Nottinghamshire County Council
West Riding County Council
Barnsley County Borough Council
Doncaster County Borough Council
Adwick-le-Street Urban District Council
Bentley-with-Arksey Urban District Council
Cudworth Urban District Council
Darfield Urban District Council
Darton Urban District Council
Dodworth Urban District Council
Hoyland Nether Urban District Council
Royston Urban District Council
Tickhill Urban District Council
Wombwell Urban District Council
Worsbrough Urban District Council
Doncaster Rural District Council
Worksop Rural District Council

Parish Councils and Parish Councils Associations

Armthorpe Parish Council
Austerfield Parish Council
Barnby Dun with Kirk Sandall Parish Council
Bawtry Parish Council

Brodsworth Parish Council
Edenthorpe Parish Council
Harworth Parish Council
Sprotbrough Parish Council
Warmsworth Parish Council
Nottinghamshire Association of Parish Councils
Yorkshire Parish Councils Association

Other bodies

Barnsley Executive Council
Barnsley Chamber of Trade
Barnsley and District Trades Council and Local Labour Party

Derby 29th-30th April 1963

Local Authorities

Derbyshire County Council
Leicestershire County Council
Burton upon Trent County Borough Council
Derby County Borough Council
Ashby Woulds Urban District Council
Ashby de la Zouch Urban District Council
Swadlincote Urban District Council
Ashby de la Zouch Rural District Council
Belper Rural District Council
Repton Rural District Council
South East Derbyshire Rural District Council

Parish Councils, Parish Meetings and Parish Councils Associations

Allestree Parish Council
Appleby Magna Parish Council
Bredsall Parish Council
Bretby Parish Council
Caldwell Parish Meeting
Castle Gresley Parish Council
Catton Parish Meeting
Chaddesden Parish Council
Chellaston Parish Council
Chilcote Parish Council
Coton in the Elms Parish Council
Darley Abbey Parish Council
Drakelow Parish Meeting
Duffield Parish Council
Elvaston Parish Council
Findern Parish Council
Hartshorne Parish Council
Linton Parish Council
Littleover Parish Council
Lullington Parish Meeting
Measham Parish Council
Mickleover Parish Council

Netherseal Parish Council
 Overseal Parish Council
 Oakthorpe and Donisthorpe Parish Council
 Quarndon Parish Council
 Radbourne Parish Meeting
 Rosliston Parish Council
 Smisby Parish Council
 Spondon Parish Council
 Sinfin and Arlestone Parish Council
 Stretton en le Field Parish Meeting
 Twyford and Stenson Parish Meeting
 Woodville Parish Council
 Walton on Trent Parish Council
 Derbyshire Association of Parish Councils
 Leicestershire Association of Parish Councils

Other bodies

Derbyshire Federation of Women's Institutes
 Derbyshire Rural Community Council
 National and Local Government Officers Association
 National Union of Teachers

Nottingham 29th-30th May 1963

Local Authorities

Derbyshire County Council
 Nottinghamshire County Council
 Nottingham County Borough Council
 Ilkeston Borough Council
 *Mansfield Borough Council
 East Retford Borough Council
 Worksop Borough Council
 Arnold Urban District Council
 Beeston and Stapleford Urban District Council
 Carlton Urban District Council
 Eastwood Urban District Council
 Heanor Urban District Council
 Long Eaton Urban District Council
 West Bridgford Urban District Council
 *Nottinghamshire Urban District Councils' Association
 Eastwood Urban District Council
 Hucknall Urban District Council
 Kirkby-in-Ashfield Urban District Council
 Mansfield Woodhouse Urban District Council
 Sutton-in-Ashfield Urban District Council
 Warsop Urban District Council
 Basford Rural District Council
 Bingham Rural District Council
 South East Derbyshire Rural District Council

* Also acted as spokesman for the group of authorities shown inset.

*Rural District Councils Association (Nottinghamshire Branch)
East Retford Rural District Council
Newark Rural District Council
Southwell Rural District Council
Worksop Rural District Council

Parish Councils and Parish Councils Associations

Cossall Parish Council
Nuthall Parish Council
Sandiacre Parish Council
Trowell Parish Council
Nottinghamshire Association of Parish Councils

Other bodies

Beeston and Stapleford Chamber of Trade
Beeston and Stapleford Labour Party
National and Local Government Officers' Association (Beeston and
Stapleford Branch)
National and Local Government Officers' Association (National Body)
National Farmers Union (Nottinghamshire County Branch)
National Union of Teachers
Nottingham City Labour Party
Nottingham Petty Sessional Division
Rushcliffe Constituency Conservative Association
Rushcliffe Constituency Labour Party
West Bridgford Chamber of Trade
West Bridgford Joint Conservative Committee
West Bridgford Voluntary Action Committee

* Also acted as spokesman for the group of authorities shown inset.

Appendix 6

*Schedules defining the proposed boundaries as shown
on the 1:25,000 scale Definitive Maps*

<i>Map No.</i>	<i>Title</i>
1	Proposed alteration of the areas of administrative counties.
2	County borough of Kingston upon Hull : proposed alteration of area.
3	County borough of York : proposed alteration of area.
4	County borough of Doncaster : proposed alteration of area.
5	County borough of Rotherham : proposed alteration of area.
6	County borough of Sheffield : proposed alteration of area.
7	County borough of Derby : proposed alteration of area.
8	County borough of Nottingham : proposed alteration of area.

Map No. 1 is divided into 16 parts. Of these Part 1, showing the Harrogate-Scarborough areas, is on the scale of 1:250,000 or about 4 miles to one inch and has three Insets on the usual scale of 1:25,000. The areas covered by all 16 parts of Map No. 1, as well as those covered by Maps 2 to 8 inclusive, are shown on Map A accompanying this report.

For convenience the proposed boundaries shown on some of the parts of Map No. 1 are divided into sections which are lettered on the map. The convention adopted is to letter these sections progressively from north to south or from east to west.

The proposed boundaries shown on Maps 2 to 8 inclusive are similarly divided into lettered sections, the lettering running in a clockwise direction around each county borough starting from a northerly or other appropriate point.

Part 1 (Harrogate-Scarborough)

- A - B Existing boundary of Ripon and Pateley Bridge R.D.
- B - C Existing boundary of Nidderdale R.D.
- C - D Existing boundary of Harrogate M.B.
- D - E Existing boundary of Knaresborough U.D.
- E - F Centre of River Nidd.
- F - G Existing boundary of Nidderdale R.D.
- G - H Centre of River Nidd.
- H - I Existing boundary of Nidderdale R.D.
- I - J Centre of River Nidd.
- J - K Existing county boundary (North and West Ridings).
- K - L Proposed new boundary of York C.B. (see also Map No. 3 and schedule).
- L - M Existing county boundary (North and East Ridings).
- M - N Existing boundary of Scarborough R.D.
- N - O Southern boundary of road (A170) ; across road (A170) ; eastern boundary of approach road to Welldale House ; centre of track.
- O - P Existing boundary of Scarborough R.D.
- P - Q Centre of Black Beck ; centre of River Derwent.
- Q - R Centre of Harwood Dale Beck ; centre of Lownorth Beck ; centre of Juggler Howe Beck.
- R - S Existing boundary of Scarborough R.D.

Part 2 (Dirtiness Bridge)

220 feet north of centre of road (A18).

Part 3 (Park Drain)

Western boundary of road.

Part 4 (Misson).

Western boundary of road.

Part 5 (Owston Ferry)

Eastern boundary of Owston Road ; field boundaries.

Part 6 (Bawtry)

- A - B Southern boundary of road (A631).
- B - C Western and south-western boundary of Menagerie Wood ; field boundaries ; centre of watercourse ; southern boundary of Fish Pond ; footpath.
- C - D Existing county boundary.
- D - E Centre of Cut.

Part 7 (Swallow Nest—River Rother)

Centre of new cut and new courses of River Rother.

Part 8 (Harthill)

A - B Centre of County Dyke.

B - C Southern edge of Killamarsh Pond.

Part 9 (Scratta Wood)

A - B Straight line joining field junctions ; field boundaries.

B - C Centre of Bondhay Dyke.

Part 10 (Creswell Craggs—Whaley Thorns)

A - B Centre of stream ; field boundaries.

B - C Existing county boundary.

C - D Eastern boundary of wood.

D - E Existing county boundary.

E - F 220 feet west of centre of road (A60).

F - G Centre of stream.

G - H Field boundaries ; centre of stream.

H - I Existing county boundary.

I - J Field boundary.

J - K Existing county boundary.

K - L Eastern boundary of railway.

L - M Existing county boundary.

M - N Field boundary.

N - O Existing county boundary.

O - P Field boundaries ; western boundary of road ; across road ; field boundaries.

P - Q Straight line joining junctions of existing field boundaries.

Q - R Field boundaries ; northern boundary of road ; across road ; curtilage of dwelling.

Part 11 (Drinsey Nook)

Field boundaries.

Part 12 (Broadholme)

Western boundary of road (B1190).

Part 13 (Pleasley Mills)

A - B Centre of stream ; existing county boundary ; centre of stream ; centre of River Meden.

B - C Northern boundary of railway ; northern boundary of Outgang Lane ; fence line ; field boundaries.

C - D Northern boundary of road ; field boundaries

Part 14 (Pinxton and Langley Mill)

- A - B Eastern boundary of railway.
- B - C Across railway ; centre of footpath.
- C - D Existing county boundary.
- D - E Centre of Maghole Brook ; northern boundary of Pinxton Green Road (B6019).
- E - F Existing county boundary.
- F - G Centre of River Erewash, following new courses and cuts.
- G - H Northern boundary of mineral railway ; centre of Erewash Canal ; field boundary.
- H - I Centre of River Erewash, following new courses and cuts.

Part 15 (Ilkeston Junction)

- A - B Centre of River Erewash, following new courses and cuts.
- B - C Eastern boundary of railway.
- C - D Centre of River Erewash, following new courses and cuts.

Part 16 (Ashby Woulds)

- A - B Northern boundary of Shortheath Road ; western boundary of railway ; south-eastern boundary of Spring Cottage Road (B5004) ; across Reservoir Hill Road (B586) ; eastern boundary of Reservoir Hill Road (B586) ; eastern boundary of Moira Road (B5004).
- B - C Existing county boundary.
- C - D 300 feet south of centre line of Ashby Road (A50) ; due north to meet junction of eastern boundary of metalled lane with northerly boundary of Ashby Road (A50).
- D - E Eastern boundary of metalled lane ; southerly and easterly curtilage of farm buildings ; field boundary.
- E - F 450 feet north and east of centre of Ashby Road (A50) to point on north-western boundary of Ann Well Lane ; north-western boundary of Ann Well Lane.
- F - G Across Ann Well Lane ; northerly curtilage of Rose Cottage ; field boundaries.
- G - H Existing county boundary.
- H - I Western boundary of Smisby Road (B5006) ; across Smisby Road (B5006) ; field boundary ; centre of watercourse.

- A - B Centre of River Hull.
- B - C Watercourse ; centre of Engine Drain ; field boundaries ; southern curtilage of farm house ; across Sutton Road ; southern boundary of Carlam Lane ; watercourse.
- C - D Centre of Holderness Drain.
- D - E Existing C.B. boundary.
- E - F Northern curtilage of dwelling in Ganstead Lane (A165) ; across Ganstead Lane (A165) ; northern and eastern curtilages of dwellings in Ganstead Lane (A165).
- F - G Field boundaries ; northern and eastern curtilages of waterworks ; western side of footpath ; across Main Road (B1238) ; southern boundary of Main Road (B1238) ; field boundaries.
- G - H Existing C.B. boundary.
- H - I Northern, eastern and southern curtilages of school.
- I - J Existing C.B. boundary.
- J - K Centre of Old Fleet river.
- K - L Existing C.B. boundary.
- L - M Continuation of boundary to centre of River Humber ; centre of River Humber.
- M - N Existing county boundary.
- N - O Existing Haltemprice U.D. boundary.
- O - P Western boundary of Jenny Brough Lane ; across Tranby Lane (B1231) ; northern boundary of Tranby Lane (B1231).
- P - Q Existing Haltemprice U.D. boundary.
- Q - R Northern boundary of Great Gutter Lane ; western and northern curtilages of houses ; eastern boundary of lane ; across railway ; north-eastern boundary of railway ; northern boundary of Great Gutter Lane ; field boundary ; northern boundary of York Lane ; western boundary of Beverley Road (A164).
- R - S Existing Haltemprice U.D. boundary.
- S - T Southern boundary of Keldgate ; western boundary of Harland Way (B1233) ; field boundary ; across road (B1233) ; eastern boundary of road (B1233).
- T - U Existing Haltemprice U.D. boundary.
- U - V Western boundary of railway ; across railway ; watercourse ; across Dunswell Road ; eastern boundary of Dunswell Road ; centre of drain ; across North Moor Lane ; eastern boundary of North Moor Lane ; centre of drain ; centre of Panbottom Drain ; centre of Counter Dike ; centre of Beverley and Barnston Drain.
- V - A Existing C.B. boundary.

- A - B Centre of River Ouse ; watercourse ; south-western, north-western and north-eastern curtilages of sewage works ; field boundary ; across road (A19) ; north-eastern boundary of road (A19) ; north-western boundary of Rawcliffe Lane.
- B - C South-eastern and north-eastern curtilages of Manor Farm house ; existing Rawcliffe/Skelton parish boundary ; northern boundary of airfield ; southern boundary of lane ; across road (B1363).
- C - D Eastern boundary of road (B1363) ; field boundaries ; western boundary of railway ; across railway ; field boundary ; across Haxby Road ; northern and eastern curtilages of dwelling ; field boundaries ; centre of River Foss.
- D - E Field boundary ; across road ; field boundaries ; footpath ; across North Lane ; southern boundary of North Lane ; field boundaries ; across railway.
- E - F Southern boundary of railway ; field boundaries ; across Jockey Lane ; field boundaries ; across Malton Road (A64) ; southern boundary of Malton Road (A64) ; footpath ; field boundaries ; eastern curtilages of houses ; northern boundary of Stockton Lane.
- F - G Across Stockton Lane ; field boundaries ; centre of Tang Hall Beck ; field boundaries ; northern and eastern curtilages of Osbaldwick sewage works.
- G - H Northern boundary of railway ; across railway ; centre of Osbaldwick Beck ; field boundary ; across Osbaldwick Lane ; field boundary ; centre of watercourse ; footpath.
- H - I Existing county boundary.
- I - J Across Hull Road (A1079) ; south-eastern boundary of Field Lane ; field boundaries ; across Low Lane ; southern boundary of Low Lane ; field boundaries ; across Common Lane ; south-western boundary of Common Lane.
- J - K Watercourse ; centre of Germany Beck ; across Fordlands Road ; centre of Germany Beck ; across road (A19) ; centre of Germany Beck.
- K - L Existing C.B. boundary.
- L - M Field boundary ; north-western curtilage of dwelling ; across Sim Balk Lane ; south-western boundary of Sim Balk Lane.
- M - N Existing C.B. boundary.
- N - O Field boundaries ; across Tadcaster road (A64).
- O - P Existing C.B. boundary.
- P - Q Southern and south-western boundary of Moor Lane ; western boundary of Askham Lane.
- Q - R Existing C.B. boundary.
- R - S Western and northern curtilages of R.A.F. housing estate ; across road (A59) ; field boundaries ; across Millfield Lane ; north-eastern boundary of Millfield Lane ; north-western and north-eastern curtilages of pumping station.
- S - A Existing C.B. boundary.

Map No. 4 : Doncaster

- A - B Southern boundary of railway ; across railway ; field boundaries ; across road (A630) ; north-western boundary of road (A630).
- B - C South-western and north-western curtilages of quarry ; field boundaries ; across railway ; northern boundary of railway ; field boundaries ; centre of River Don.
- C - A Existing C.B. boundary.

- A - B Roman Ridge Dyke ; field boundaries and westerly curtilages of buildings at Upper Haugh ; across Stubbin Lane ; north-eastern boundary of Stubbin Lane ; field boundary ; western curtilages of dwellings ; field boundary ; western boundary of road.
- B - C Across road ; northern boundary of allotments ; centre of water-course ; southerly boundary of Dyson's Plantation ; across road (A633).
- C - D Eastern boundary of road (A633) ; northern and eastern limits of development shewn in approved Town Map ; north-eastern curtilage of sewage works ; western boundary of railway.
- D - E Existing C.B. boundary.
- E - F Centre of River Don ; south-western boundary of railway ; across railway ; footpath ; western and northern curtilages of dwellings ; western boundary of road (A630) ; across road (A630) ; northern boundary of road.
- F - G Across road ; eastern and north-eastern boundaries of existing and proposed development at Thrybergh.
- G - H North-western boundary of railway ; across railway ; centre of Silverwood Brook ; field boundaries ; northern and eastern boundary of Gulling Wood ; field boundaries ; across Moor Lane (B6093).
- H - I Eastern boundary of Moor Lane (B6093) ; field boundaries ; south-western boundary of railway.
- I - J Western boundary of proposed London-Leeds motorway.
- J - K Northern boundary of road (B6060) ; across Stony Gate Field Lane (B6060) ; western boundary of Stony Gate Field Lane (B6060) ; northern boundary of Morthen Lane (B6410) ; centre of Pinch Mill Brook.
- K - L Across Royds Moor Hill (B6410) ; field boundaries ; southern boundary of Moorhouse Lane ; southern curtilages of dwellings ; field boundary ; across road (A618) ; western boundary of road (A618) ; field boundaries ; centre of Whiston Brook.
- L - M South-eastern boundary of proposed Rotherham by-pass road ; centre of River Rother ; northern boundary of proposed Sheffield-Leeds motorway.
- M - N Field boundaries (existing Sheffield C.B. boundary).
- N - O Existing Rotherham C.B. boundary.
- O - P Boundary of Sheffield Corporation sewage works land.
- P - Q Existing Rotherham C.B. boundary.
- Q - R Field boundary ; eastern curtilages of dwellings ; across Wortley Road (A629) ; eastern curtilages of dwellings ; southern boundary of Scholes Lane ; north-western boundary of Scholes Coppice.
- R - A Existing Rotherham C.B. boundary.

- A - B Existing C.B. boundary.
B - C Boundary of Sheffield Corporation sewage works land.
C - D Existing C.B. boundary.
D - E Centre of new cut and new course of River Rother.
E - F Field boundaries ; eastern boundary of road (B6053) ; across road (B6053) ; field boundaries ; eastern boundary of Sheffield Road (A616) ; across Sheffield Road (A616) ; field boundaries.
F - G Eastern boundary of Gashouse Lane ; across Gashouse Lane ; field boundaries ; footpath ; northern boundary of Lady Ida's Drive ; across Lady Ida's Drive ; field boundary.
G - H Centre of the Moss Brook.
H - I Centre of watercourse ; across Plumbley Lane ; centre of watercourse ; field boundaries.
I - J Across High Lane (B6054) ; field boundaries.
J - K Southern boundary of Birley Lane.
K - L Eastern boundary of road ; across White Lane (B6054) ; field boundaries ; north-eastern boundary of Carterhall Lane.
L - M Across Carterhall Lane ; field boundaries ; centre of stream ; field boundary.
M - N Existing C.B. boundary.
N - O Southerly boundary of proposed outer ring road.
O - P Existing C.B. boundary.
P - Q Centre of The Lumb ; field boundary.
Q - R Existing C.B. boundary.
R - S North-western boundary of Baslow Road (A621) ; field boundary.
S - T Existing C.B. boundary.
T - U Southern boundary of track.
U - V Existing C.B. boundary.
V - W Western boundary of Hopwood Lane and Reynard Lane ; across Rigg's High Road ; field boundaries ; southern boundary of road (B6076).
W - X Across road (B6076) ; eastern boundary of Spout Lane ; field boundaries.
X - Y Northern boundary of track ; northern curtilage of dwellings ; northerly boundary of track ; northern boundary of Greaves Lane.
Y - Z Existing C.B. boundary.
Z - AA Eastern boundary of road ; field boundary ; western curtilages of dwellings on western side of Halifax Road (A61).
AA - BB Across Salt Box Lane ; northern boundary of Salt Box Lane ; across Penistone Road (A61) ; northern boundary of Wheel Lane.
BB - CC Field boundaries ; across Cinder Hill Lane ; northern boundary of Cinder Hill Lane ; field boundaries.

- CC-DD Centre of stream ; field boundary ; across Whitley Lane ; north-eastern boundary of Whitley Lane ; field boundaries.
- DD-EE Across Chapeltown Road (A6135); 220 feet east of centre of Chapeltown Road (A6135) ; field boundaries ; north-western boundary of Nether Lane.
- EE-FF Westerly boundary of railway.
- FF-A Existing C.B. boundary.

Map No. 7: Derby

- A - B Centre of River Derwent.
- B - C Field boundaries ; across railway ; field boundaries ; western boundary of Alfreton Road (A61) ; across Alfreton Road (A61) ; field boundaries ; western boundary of railway.
- C - D Across railway ; field boundaries ; field boundaries forming north-western and north-eastern curtilages of dwellings on north-western side of Mansfield Road (A608).
- D - E Northern boundary of Mansfield Road (A608) ; across Mansfield Road (A608) ; northern boundary of Lime Lane ; across Lime Lane ; eastern boundary of Morley Road.
- E - F Northern boundary of trackway ; across trackway ; field boundaries ; centre of watercourse.
- F - G Centre of Lees Brook.
- G - H Across Lock Road ; centre of watercourse ; field boundaries.
- H - I Across Dale Road (B6001) ; field boundaries ; centre of watercourse.
- I - J Across Nottingham Road (A52) ; centre of watercourse ; across Derby Canal ; centre of watercourse ; across railway ; centre of watercourse.
- J - K Existing Elvaston/Ockbrook parish boundary ; centre of River Derwent new cut.
- K - L Straight line due south to meet junction of field boundaries ; field boundary ; centre of watercourses.
- L - M Field boundaries ; across Shardlow Road (A6) ; southern boundary of Shardlow Road (A6).
- M - N Field boundaries ; centre of watercourse ; field boundaries.
- N - O Northerly boundary of Snelsmoor Lane (B5010) ; across Snelsmoor Lane (B5010) ; eastern boundary of Aston Lane ; field boundaries ; eastern boundary of Aston Lane ; across Aston Lane ; field boundary.
- O - P Field boundaries ; northern curtilage of dwellings ; eastern boundary of Swarkestone Road (A514) ; across Swarkestone Road (A514) ; western boundary of track ; field boundaries.
- P - Q Across railway ; western boundary of railway ; field boundaries.
- Q - R Centre of Cuttle Brook ; across Derby Canal.
- R - S Southern boundary of watercourses.
- S - T Field boundaries ; across road ; western boundary of road ; field boundaries.
- T - U Field boundaries ; south-eastern boundary of railway ; across railway ; field boundary ; southern boundary of track ; field boundaries.
- U - V Centre of watercourse ; centre of Hell Brook.
- V - W Centre of watercourse ; field boundaries ; across Rykneld Road (A38) ; field boundaries ; across road ; field boundaries to point 220 feet south of centre of Etwall Road (A516).

- W - X 220 feet south of centre of Etwall Road (A516) to meet projection of field boundary north of Etwall Road (A516) ; across Etwall Road (A516).
- X - Y Field boundaries ; across railway.
- Y - Z North-western boundary of railway ; field boundaries ; across road.
- Z - AA Northern boundary of road ; across road (B5020) ; northern boundary of road ; across road (A52) ; northern boundary of road (A52) ; northern boundary of road ; centre of watercourse.
- AA - BB Existing C.B. boundary.
- BB - CC Centre of Markeaton Brook.
- CC - DD Field boundaries ; across Memorial Road ; northern boundary of Memorial Road.
- DD - EE Western boundary of Kedleston Road ; western boundary of Crabtree Hill.
- EE - FF Across Crabtree Hill ; field boundaries ; curtilage of school grounds ; field boundaries.
- FF - GG Across road ; eastern boundary of road ; field boundaries (mainly curtilage of dwellings).
- GG - A Southern boundary of Burley Lane ; field boundary ; western boundary of Duffield Road (A6) ; curtilages of dwellings on western side of Duffield Road (A6) ; across Duffield Road (A6) ; centre of watercourse.

- A - B Northern boundary of road and bridge across Mansfield Road (A60) ; eastern boundary of Mansfield Road (A60) ; across service road ; field boundaries ; western boundary of Calverton Road.
- B - C Across Calverton Road ; northern curtilages of residential development ; northern boundary of lane ; across Killisick Lane.
- C - D Eastern boundary of Killisick Lane ; field boundaries ; northern curtilages of residential development ; across road.
- D - E Eastern boundary of road.
- E - F Across Spring Lane ; southern boundary of Spring Lane.
- F - G Existing Carlton U.D. boundary.
- G - H Field boundaries ; western boundary of Whitworth Drive ; north-western boundary of Burton Road (A612) ; across Burton Road (A612) ; field boundaries.
- H - I Existing Carlton U.D. boundary.
- I - J Centre of Holme Cut.
- J - K Existing C.B. boundary.
- K - L Existing West Bridgford U.D. boundary.
- L - M Northern and eastern curtilages of residential development ; northern boundary of Holme Lane ; across Holme Lane ; eastern curtilage of residential development ; field boundary ; centre of stream ; field boundary.
- M - N Across Radcliffe Road (A52) ; centre of stream ; north-eastern boundary of Grantham Canal ; across Grantham Canal ; centre of stream.
- N - O Existing West Bridgford U.D. boundary.
- O - P Centre of stream ; field boundary.
- P - Q Existing West Bridgford U.D. boundary.
- Q - R Across proposed Nottingham ring road extension ; southern boundary of proposed and existing Nottingham ring road extension.
- R - S Existing C.B. boundary.
- S - T Existing Beeston and Stapleford U.D. boundary.
- T - U South bank of River Trent ; across River Trent ; field boundaries ; centre of River Erewash, following new courses and cuts.
- U - V Existing Beeston and Stapleford U.D. boundary.
- V - W Western boundary of improvement line of Coventry Lane (B6004).
- W - X Existing C.B. boundary.
- X - Y Eastern boundary of proposed London-Leeds motorway.
- Y - Z Existing C.B. boundary.
- Z - AA Southern, western and northern curtilages of residential development.
- AA - BB Straight line approximately north-eastwards across Nottingham Road (A610) to meet field boundary at point BB.

- BB - CC Existing C.B. boundary.
CC - DD Field boundary ; northern and westerly boundary of footpath ;
western boundary of railway.
DD - EE Existing C.B. boundary.
EE - FF Field boundary ; south-western boundary of road.
FF - GG Existing C.B. boundary.
GG - A Existing Arnold U.D. boundary.



SUMMARY OF PROPOSALS



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U.S. ECONOMIC COOPERATION FOR EUROPE
 COMMODITY IMPORT SURVEY COVERING EUROPE 1954



U.S. ECONOMIC COOPERATION FOR EUROPE
 COMMODITY IMPORT SURVEY COVERING EUROPE 1954
 SUMMARY OF PROPOSALS
 Sheet 14



LOCAL GOVERNMENT COMMISSION FOR ENGLAND
YORK AND NORTH MIDLANDS GENERAL REVIEW AREA

MAP B
NET POPULATION INCREASE 1951-1961

(Within county boroughs and county districts
according to 1961 Census County Listings)



MAP B

Map 254

LOCAL GOVERNMENT DEVELOPMENT FOR IRELAND
YOUR MAPS FROM AERIAL PHOTOGRAPHS, 1960-1970

MAP C

PATTERN OF DEVELOPMENT
FORMATION UPON HILL C.B.



LOCAL GOVERNMENT CO-ORDINATION FOR POLYCENTRIC AND SCATTERED DEVELOPMENT

MAP 10

PATTERN OF DEVELOPMENT

1980-1985



0 1 2 3 miles

0 1 2 3 miles

Developed areas (shaded)

Undeveloped areas

Major roads (solid line)

Minor roads (dashed line)

Water (blue)

Coastline (dotted line)

Islands (dotted line)

Peninsulas (dotted line)

Other features (dotted line)

Legend

Scale

North arrow

Map title

Map number

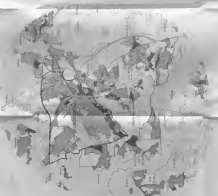
Map date

LOCAL GOVERNMENT BOUNDARIES FOR REGIONAL
ROAD AND REGIONAL BOUNDARIES OF THE BRITISH ISLES

MAP E

PATTERN OF DEVELOPMENT

CONCERNING



Scale: 1 inch = 10 miles
1:625,000

Legend: 1. Urban areas of population over 100,000

2. Urban areas of population over 50,000

3. Urban areas of population over 20,000

4. Urban areas of population over 10,000

5. Urban areas of population over 5,000

6. Urban areas of population over 2,000

7. Urban areas of population over 1,000

8. Urban areas of population over 500

9. Urban areas of population over 200

10. Urban areas of population over 100

11. Urban areas of population over 50

12. Urban areas of population over 20

13. Urban areas of population over 10

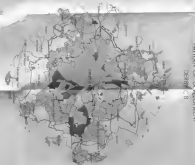
14. Urban areas of population over 5

15. Urban areas of population over 2

LOCAL GOVERNMENT CONSIDERATIONS FOR ISLAND
TOWN AND VILLAGE WARDENS' SERVICE AREA

MAP 2

PATTERN OF DEVELOPMENT DECEMBER 1981



Scale 1:10,000 (approx. 1 inch = 1 mile)

Legend

1. Urban development

2. Suburban development

3. Rural development

4. Open land

5. Water

6. Other

Inset map showing the location of the Isle of Wight in the South of England.

Notes

1. The map shows the pattern of development in December 1981.

2. The map is based on aerial photography and ground surveys.

3. The map is a preliminary version and is subject to change.

Source: Local Government Commission for the Isle of Wight, 1981.

